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24 April – 03 May 2007, Nadi, Fiji
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EXECUTIVE SUMMARY

While more traditional conceptions of security have focused on the protection of states and national borders, proponents of ‘human security’ have suggested that governments, development agencies, civil society and communities make the individual the focus of security, and that they consider security as primarily a question of guaranteeing to individuals lives that are free from fear and free from want. Human security refers to, among other things, the elimination of poverty and hardships, ensuring all stakeholders have a voice in decision-making, the protection of individual and community rights, freedom from fear, and protection from natural disaster and environmental imbalances. Its paramount objective is to ensure respect for the dignity and worth of the human person.

From 24 April to 01 May 2007, UNDP Pacific Centre, in collaboration with the Pacific Islands Forum Secretariat, the University of the South Pacific, femLINKPacific and the Citizens’ Constitutional Forum convened a series of consultations on the topic of human security. The consultations were designed to provide a participatory forum for discussion, with a view to developing:

• A regional partnership for the advancement of women’s human security concerns;
• A regional platform for regional civil society to lobby and co-operate to advance human security; and
• A regional Human Security Framework for consideration at the June 2007 meeting of the Pacific Islands Forum Regional Security Committee (FRSC).

The consultations each proceeded through a three stage process. Firstly, they took stock of existing human security concerns as experienced and understood by Pacific people. In the second stage they identified response capacities, in particular for contribution to a comprehensive early warning mechanism on human security. In the third phase, they generated recommendations for working towards the achievement of human security.

Despite following a common overall pattern, each of the consultations was distinct in its outcomes.

Women’s Consultation

Delegates at the regional consultation on women, peace and human security agreed on priority issues in the region for achieving women’s human security, including:

• Exposure of women to violence throughout the Pacific;
• The need for an improved response from law and justice agencies;
• Failure of disarmament and other post-conflict interventions to guarantee safety for women;
• Inequality of women in access to, ownership of and decision making about the use of resources;
• The economic inequality and poverty faced by women and need for improved macro-economic policies;
• Weak governance and the problem of corruption;
• The unequal access to education of women and girls – brought about both by lack of school places and the cultural preference for educating boys;
• The influence of discriminatory and/or ignorant knowledge, attitudes and practices on levels of violence, public health, sexually transmitted infections and HIV/AIDS;
• Violence and negative stereotypes of women in the media;
• The exclusion of women from leadership at all levels.

To address these issues, delegates highlighted the following measures as important for enhancing human security for women and men in the region:

• Implementing a strategy to tackle violence against women involving research on the problem, awareness raising and concerted action by governments;
• Brining about reconciliation in post-conflict areas;
• Including women as peacemakers and leaders in politics, the security sector and communities;
• Strengthening women’s machineries at the national level with greater financial resources and political influence;
• Reforming policy to tackle gender based violence, plan and budget for women’s equality, and put women into decision making roles;
• Campaigning to eliminate violence, discriminatory laws and practices, harmful behaviours and negative stereotypes in the media;
• Encouraging businesswomen and getting women into fairly paid work.

Participants at the women’s consultation agreed that an outcomes document would be shared with participants, with an opportunity for them to offer comments. PIFS was asked to act as a focal point for co-ordinating the strategy and activities elaborated by participants.

Civil Society Consultation

Participants in the CSO consultation followed a similar process, but brought a different set of perspectives to bear on human security issues within four thematic areas: Pacific culture and environment; communities, equality, and opportunities; security sectors and the state; and governance.

While CSO representatives endorsed the concerns about women’s equality and inclusion raised in the women’s consultation, they also identified the following challenges:

• Population growth and land conflicts, particularly in urban and peri-urban areas;
• The need to broaden and deepen existing concepts of security in use within the security sector to include human security;
• The need for more effective measures to reduce armed violence such as disarmament, demobilization and reintegration;
• Lack of accountability and leadership in reducing electoral violence and legitimizing national elections;
• Failure to ensure self-determination, participation and democracy in relation to freedom of information, inclusion of local and remote communities in national decision-making processes, and implementation of human rights.

Participants identified specific strategies and responses for moving forward, acknowledging the need for concerted attention to women and youth as cross-cutting in all responses. These include:

• Devising non-violent approaches to mediating land registration that makes sense in Pacific cultural contexts;
• Increased attention on peace education within schools;
• Devising clearer mechanisms for monitoring human rights and national elections;
• Strengthening capacity of new/emerging/fragile states in security sector reform with particular attention to the emerging issue of the privatization of security;
• Identifying problems which require monitoring and clarifying the terms of what is to be monitored;
• Establishing early warning systems to identify and respond to increases in threat levels;
• Strengthening civil society networks, and specifically the Pacific People Building Peace (PPBP) network, to respond to these issues.

Participants at the civil society consultation also took steps to strengthen the PPBP network (the Pacific affiliate of the Global Partnership for the Prevention of Armed Conflict). This included selecting a Steering Committee, devising a work plan for the next 12 months, and reviewing and revising the PPBP mission statement, mandate, and location of the secretariat. These can be seen as important practical steps for civil society to assert its place as a key stakeholder in promoting and advancing human security in the region.

Regional Human Security Conference

The multi-stakeholder Regional Human Security Conference was focused on discussing and developing a draft document entitled ‘A Human Security Framework for the Pacific’, for submission to the Pacific Islands Forum Regional Security Committee (FRSC) deliberations in June 2007. Participants from Pacific governments, the private sector, the church, and academia raised a number of additional points for consideration in developing a Human Security policy document for the FRSC, based on their unique perspectives, knowledge, and priorities. These included:

• The difficulty of incorporating a Human Security framework into government work plans already underway, especially given budgetary limitations;
• The need for a more prominent role for environmental concerns, especially in relation to small islands and atoll states;
• That Human Security is a new concept for governments and will take time to become accepted;
• The need to consider what Human Security means for new/fragile/emerging states, where the remoteness of the state from many of its citizens remains an issue;
• That traditional forms of governance and power structures need to be considered and included;
• That it is problematic to promote the security of individuals under the concept of human security, when the security of families is more meaningful in Pacific contexts;
• That normative western-centric assumptions are inherently built into the concept of Human Security, which Pacific people need to challenge and negotiate rather than accept uncritically.

Participant working groups also aimed to identify specific actions and realistic approaches to mitigating threats and building partnerships, that take into account the realistic challenges of advancing a new concept among governments and at a regional level. Concrete recommendations included:

• Recognizing the need for a whole of government approach to mitigate the effects of climate change, and the development national action plans by national government for this purpose;
• Conducting research on youth and unemployment in the Pacific;
• Initiating a dialogue on population mobility and remittances in the Pacific;
• Promoting micro-credit and entrepreneurship in a way that reflects local traditions and values;
• Raising awareness and knowledge on human security issues by sharing information at both grassroots and national levels through the medium of civil society networks;
• Developing a Pacific early warning mechanism co-ordinated by PIFS in liaison with national level focal points;
• Studying disarmament, demobilisation and reintegration experiences in the Pacific to analyse relations between combatants and society, and identify best practices within Pacific cultural contexts;
• Developing a mediation mechanism drawing on eminent persons, with equal representation for women, drawing on the capacities of both traditional and modern leaders.
• Compiling a database of qualified senior men and women for this purpose.

Discussions on partnerships for human security drew further attention to the need to contextualize human security for the Pacific region. It was noted that effective partnerships would need to include governments and civil society, but also traditional power structures, the private sector, and religious institutions, in order for concerted and multi-layered responses to coalesce around common goals and interests.

Based on the discussions in the third consultation, key points that were taken forward for inclusion in the revised Human Security Framework document, for consideration by regional governments, were:

• That the framework would concern itself with the region delimited by PIF membership;
• That Human Security issues would emerge equally from the concerns of the 16 PIFS member countries;
• That the paper would place more emphasis on threats, capacities and responses;
• That a stronger emphasis would be placed on the richness of the history of the region, including pre-colonial experiences of security, as the basis from which to define Human Security for the Pacific in a more Pacific-centred way;
• That the model of human security focussed on the relation of the state to the individual would be more in line with regional values if reconceptualised as the relation of the state to communities and thereby to the individual;
• That vulnerability to environmental hazards would be given greater emphasis.
ACRONYMS AND ABBREVIATIONS

ASPBAE .................. Asian South Pacific Bureau of Adult Education
CCF ......................... Citizens’ Constitutional Forum
CEDAW ...................... Convention on the Elimination of All Forms of Discrimination Against Women
CROP ........................ Council of Regional Organizations in the Pacific
CSO .......................... Civil Society Organization
EWER ........................ Early Warning Early Response Mechanisms
FRSC ........................ Forum Regional Security Committee
GBV .......................... Gender Based Violence
GPPAC ........................ Global Partnership for the Prevention of Armed Conflict
MFA .......................... Ministry of Foreign Affairs
NGO .......................... Non Government Organization
NZAID ........................ New Zealand International Aid and Development Agency
PCC .......................... Pacific Conference of Churches
PIAS DG ...................... Pacific Institute of Advanced Studies in Development and Governance, University of the South Pacific
PIFS ........................ Pacific Islands Forum Secretariat
PPBP ........................ Pacific People Building Peace
RAMSI ........................ Regional Assistance Mission to Solomon Islands
REIs .......................... Resource Extraction Industries
SPC .......................... Secretariat of the Pacific Community
UNDP-PC ................... United Nations Development Programme, Pacific Centre
UNIFEM ..................... United Nations Development Fund for Women
USP .......................... University of the South Pacific
WMD .......................... Weapons of Mass Destruction
INTRODUCTION

The term ‘human security’ was advanced by the UNDP in its Human Development Report for 1994. The report argued for a reorientation of security thinking:

*From an exclusive stress on territorial security to a much greater stress on people’s security. From security through armaments to security through sustainable human development.*

The report noted seven main areas under which threats to human security can be categorized: economic, food, health, environmental, personal, community and political security. The precise definition of human security has since been the focus of considerable debate. However, the shift in thinking and in institutional behaviour towards the advancement of security for people, as an urgent part of, and as an important contribution to, sustained and equitable human development, has not been fully realized in any region of the world.

The consultations initiated in the Pacific region on this topic in April-May 2007 were designed to develop clarity and momentum around human security from the perspective of people in the Pacific.

The advancement of human security is linked to UNDP’s broader mandate to promote the fulfilment of the goals set out in the Millennium Declaration, through a human rights based approach to development. In line with this mandate, and under its regional programme to strengthen crisis prevention and management architecture, UNDP Pacific Centre, in partnership with the Pacific Islands Forum Secretariat, together with the University of the South Pacific (USP), femLINKPacific and the Pacific People Building Peace/Citizens Constitutional Forum, organised three consultations with the overall theme of ‘Promoting Crisis Prevention, Human Security, and Peace-building in the Pacific Region’. The UNDP Pacific Centre and its partners conducted these consultations from 24 April to 1 May 2007. The series of consultations included: a Women’s Network Human Security Consultation; a Conflict Prevention Network Human Security Consultation, and a Regional Human Security Conference. The recommendations developed in the first two consultations were carried forward by representatives from the consultations, to be fed in to the subsequent discussions.

The consultations were designed to achieve two overarching objectives. The first objective was to support the Pacific Islands Forum Secretariat’s efforts under the Pacific Plan, to develop a clear and comprehensive Human Security Framework for implementation by regional governments, specifically designed for the unique conditions in the Pacific region. In this regard, the consultations sought to elicit the contributions of women’s organizations, conflict prevention organizations, academia, the business community, faith-based organizations, governments, intergovernmental groups, development agencies and donors to the draft Human Security Framework, as a document reflective of the need for a collaborative approach between all different stakeholders. The resultant document would then be submitted to the Forum Regional Security Committee for consideration in advance of its June 2007 meeting.

The second objective was to facilitate the establishment and/or strengthening of regional and national partnerships through which civil society organizations, national governments, and the PIFS could interface and collaborate to promote human security. This multi-stakeholder process sought to add

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clarity and build commitment from all parties to work together for the achievement of human security in the region in the coming years. Specifically, the consultations were viewed as an opportunity to develop a network of women’s organizations committed to promoting human security for Pacific women, and for strengthening the Pacific People Building Peace network, the Pacific branch of the Global Partnership for the Prevention of Armed Conflict (GPPAC) civil society network.

The consultations followed a similar process, although each was specifically tailored to suit the needs and interests of participants. Each consultation attempted to engage participants to think about what human security means for them and their communities. The consultations then encouraged participants to define the core human security issues relevant in their own context, identify monitoring capabilities, and identify specific and practical responses.
REGIONAL CONSULTATION ON WOMEN, PEACE AND HUMAN SECURITY IN THE PACIFIC REGION

2.1 BACKGROUND

The Women’s consultation was designed to support the development of a critical mass of women and a women’s regional platform to engage national and regional actors for crisis prevention, human security, and peace-building across the Pacific. While women can be credited with some of the most successful peace-building and crisis prevention efforts in the Pacific Region, their efforts are insufficiently recognized at political levels. This consultation had the following specific objectives:

- To share perspectives and personal experiences of women regarding human security, and offer these as inputs into the development of civil society perspectives on human security in the Pacific Region;
- To discuss strategies for establishing a regional network of women promoting crisis prevention, human security, and peace-building;
- To identify potential gender-sensitive early warning indicators, and to propose suggestions for building women’s capacity for early warning and crisis prevention as well as policy research, analysis, and advocacy;
- To develop a statement on women’s perspectives on peace and human security to be presented at the subsequent two consultations and for submission to the FRSC.

2.2 CONSULTATION PROCEEDINGS

The structure of the consultation is set out in the agenda included at annex A. Participants at the conference are listed in annex B.

2.2.1 OPENING REMARKS

HE Peter Eafeare, PNG High Commissioner to Fiji, opened the conference by noting the contribution of many participants to achieving progress in the field of women, peace and security, and welcoming the meeting as a follow-up to the regional gender, peace, and security meeting of 2006. He highlighted the forum leaders’ interest in expanding their focus to cover a broader set of human security issues, especially women’s issues, and highlighted the Biketawa declaration as the appropriate framework for PIFS to work to enhance security in the region.

The High Commissioner noted the importance of engaging with churches and other religious organisations to ensure that the spiritual needs of Pacific citizens are not forgotten while physical and material needs are addressed, and reflected that after personally witnessing many of the security-related crises that have affected PNG, including displacements on Manus, the conflict on Bougainville, and security difficulties near the Western border, the renewed search for solutions was of special importance for him personally.

Mr Garry Wiseman, Manager of UNDP’s Pacific Centre, then offered opening remarks. He stressed the importance of the consultation as an opportunity to ensure that the voices and concerns of women
are integrated into the human security framework that is being developed for the Pacific. He pointed to the grave impacts of conflicts in the region for women and their children, in terms of long term-displacements, food shortages, increases in female headed households, physical and psychological trauma, unwanted pregnancies, poor health, increases in domestic violence and the breakdown of education and healthcare.

He also highlighted the absence of women from leadership roles throughout the region and the failure to recognise their contribution to peace by including them in recovery planning and peace processes. Human security and gender issues were said to be central for UNDP to the fulfilment of human rights and a rights-based approach to development.

2.2.2 SHARING KNOWLEDGE: PRESENTATIONS ON HUMAN SECURITY

Dr Henry Iverature, Regional Governance Advisor at the Pacific Islands Forum Secretariat of PIFS, gave an introductory presentation on the purpose and context of the consultations, stressing that in 2006 the forum leaders’ meeting in Nadi emphasised the need to look at security issues not only in terms of armed conflict and law and order, but also from a human security perspective that focuses on human needs. He noted that the 2007 consultation was an opportunity to examine security issues taking into account women’s perspectives, within a process designed to lead to greater development of the region’s crisis prevention and management architecture. He also noted the opportunity provided by the workshops for sharing best practices and for identifying ways for stakeholders to assist each other between countries. Dr Iverature also drew attention to the existing Pacific Plan strategic objective 12.6, on increasing women’s representation in parliament and decision-making, as a key heading under which progress towards human security for women could be achieved.

Sharon Bhagwan Rolls, Co-ordinator of femLINKPacific, pointed out that the legal and normative framework provided by UNSCR 1325 requires parties to a conflict and other actors to respect women’s rights, and to support their participation in peace negotiations and post-conflict reconstruction. She noted that UNSCR 1325 emerged from a concerted effort by allied NGOs working together with governments and UN entities, and highlighted the role of femLINK, working with UNIFEM Pacific, in localizing UNSCR 1325 in Fiji, Solomon Islands and Vanuatu.

Ms Rolls described the conference as part of a process to identify concerns and ways of working connectedly at local, national and regional levels, in order to strengthen regional peace and security in a way that is harmonized with national and local realities. She also highlighted the need to take forward the significant existing commitments in the Biketawa Declaration and the Pacific Plan to implementation of UNSCR 1325 and CEDAW, as well as to the broader peace and security agenda in the region.

Gina Torry, Co-ordinator of the New York-based NGO Working Group on Women, Peace and Security, then presented the background paper for the conference (included at annex G). She noted how, prior to the adoption of UNSCR 1325, women had been effectively frozen out of conflict prevention and peace-building activities. She outlined headings under which the human security of women needed to be taken forward as: human rights, justice, health, education, participation in economic and political life, and access to land, resources and housing. She argued that women-friendly peace-building requires a gender sensitive analysis of and response to these issues.
Ms Torry elaborated the links between global policies on gender and human security at the top of the policy pyramid, and the regional, national and local levels at the bottom. She used the example of the NGO Working Group on Women, Peace and Security to demonstrate that a coalition of NGOs forms a stronger and more effective platform to advocate for policy changes, and for monitoring their implementation, than ad hoc lobbying by individual organisations.

A plenary session followed to allow participants to respond to Ms Torry’s paper. Participants raised the following issues: that emphasis needs to be placed on human rights and the security of persons in any human security framework; that it needs to be acknowledged that men hold power in the region, and need to be convinced to take forward women’s concerns; that quotas alone are insufficient to ensure women’s participation in peace-building and post conflict decision making; and that beyond humanitarian relief and peace negotiations during conflict, and post-conflict peace-building, additional attention needs to be paid to addressing women’s needs and enhancing their potentials before conflict breaks out.

2.2.3 IDENTIFYING THREATS, MONITORING CAPABILITIES AND RESPONSES

Participants then identified key themes for consideration during the working group phase of the consultation and joined the working group that was handling the theme of most relevance and interest to them. The working groups were then asked to:

- Identify the key issues and challenges in relation to the group’s theme;
- Identify existing capacity to respond to these issues and challenges, including monitoring capability;
- Identify strategies or responses to each issue/challenge.

The issues raised and recommendations for action that emerged from this process are summarised in the chart below (for the full analysis and recommendations from the consultation see the separate ‘Outcomes document’).
### Table 1: Human Security Issues and Recommendations (Women’s Consultation)

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<td>- Tendency for leading women to emulate patriarchal failings</td>
<td>- Strengthening women’s machineries at the national level with greater financial resources and political influence</td>
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<td>- Counting (/recognising) women’s work</td>
<td>- Reviewing budgets in relation to gender</td>
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<td>- Modesty about women’s positive role</td>
<td>- Conducting research and reviewing policies and practices to build evidence-based policies on specific issues</td>
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<td>- Food insecurity</td>
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<td>- Lack of education for all, illiteracy</td>
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<td>- Lack of strategies to take advantage of formal and informal education possibilities</td>
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<td>- Lack of access to health care (including reproductive health)</td>
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<td>- Threat of HIV/AIDS and need for healthcare related to all sexually transmitted diseases</td>
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<td>- Inadequate healthcare for women affected by violence</td>
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<td>- Failure to respond to the needs of disabled women</td>
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<td>4. Resources and the environment</td>
<td>- Inequality of women in access to resources (water, forests, trees, land)</td>
<td>- Developing communications mechanisms to influence changes in discriminatory practices and laws</td>
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<td>- Natural disasters</td>
<td>- Monitoring and planning for the safety of women in the face of extreme events</td>
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<td>- The negative effects of foreign investors and resource extraction industries on national stability</td>
<td>- Ensuring fulfilment of human rights in humanitarian emergencies</td>
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<td>- Environmental degradation caused by trans-national companies</td>
<td>- Including women in natural disaster management plans and programmes</td>
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<td>5. Economic empowerment</td>
<td>- Insufficient livelihoods for women</td>
<td>- Making it easier for women to start businesses, and gain employment with fair pay and recognition of their work</td>
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<td>- Special burdens on women as caregivers</td>
<td>- Monitoring trade policies for their effects on women, and advocating for changes that reflect the interests of women</td>
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<td>- Economic instability in the context of globalisation has affected security</td>
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<td>6. Rights and protection</td>
<td>- Lack of protection for individuals from threats – the safety of the person</td>
<td>- Implementing a strategy to tackle violence against women involving research on the problem, awareness raising and concerted action by governments</td>
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<td>- Insufficient protection of human rights by police, in both formal and traditional courts</td>
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<td>- Fear and threat of gender-based violence</td>
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<td>7. Security sectors, peacekeeping and peace-building</td>
<td>- Poor response of discipline forces, police and courts to women’s concerns</td>
<td>- Bringing about reconciliation in post-conflict areas</td>
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<td>- Hostility to women</td>
<td>- Including women in police, discipline forces, judiciaries, peace processes, and post-conflict interventions</td>
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<td>- Failure to recruit and promote women</td>
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<td>- Failure to report, record and document domestic violence</td>
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<td>- Failure of disarmament and other post-conflict interventions to guarantee women’s safety</td>
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<td>- Failure to include women in peace negotiations</td>
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<td>- Failure to address gender concerns in national peacekeeping policies</td>
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There was some difficulty in identifying monitoring capabilities and existing responses to the threats identified. This can be interpreted to reflect both the absence and/or inadequacy of already-existing responses, and also unfamiliarity on the part of participants regarding governmental and CROP agency programmes.

2.2.4 NETWORKING AND PARTNERSHIPS

In the discussion focusing on networking and partnerships, participants noted the need for co-ordination and division of responsibility by different actors in implementing recommendations, as there had been frustration about the fact that one actor could not take forward the recommendations of previous meetings by themselves. It was agreed that the outcomes document from the consultation would be shared with participants, with an opportunity for them to offer comments, while it was requested that PIFS act as a focal point for co-ordinating the strategy and activities elaborated by participants.

The model was put forward of NGO working groups at national level being linked to women’s networks at grassroots level and to a mechanism at the regional level. This regional level body would frame and take forward the agenda of the national working groups at the regional level. It was noted that the national and regional working groups need routinised access, through membership of relevant committees, to dialogue and communication with the MFA and the FRSC, to ensure that gender considerations, UNSCR 1325 and CEDAW are taken into account. The regional body would also feed its agenda up to the international NGO working group.

It was further pointed out that changes at the level of the Pacific Islands Forum Secretariat have to be initiated and driven by PIF member governments. Therefore lobbying activities need to be targeted at the national level even when the advocacy objective is region-wide.

2.2.5 REPRESENTATION IN THE FOLLOWING CONSULTATIONS

Six of the participants from the first event remained in the subsequent two consultations in order to represent women’s views and perspectives in the subsequent discussions.
3.1 BACKGROUND

The shifting focus from a state-centric to a human-centric security paradigm, has led to a growing recognition that civil society organizations have an important stake in the achievement of human security and are well placed to make important contributions to it. The imperative for governments to forge partnerships with civil society organizations to promote human security and good governance is also increasingly recognized at the global level. While recent actions by civil society have been partly successful in the Pacific, partnerships between CSOs, governments and inter-governmental bodies remain weak. The second in the series of human security consultations therefore brought together members of the GPPAC/Pacific People Building Peace civil society network with the following objectives in mind:

- To develop and endorse a regional civil society platform, covering key issues of concern and recommendations for action, for use in advocacy with regional governments and international organisations;
- To contribute, on the basis of this platform, to the development of a human security framework for the Pacific region;
- To develop and endorse a formal agreement on the vision, agenda, structure and activities of the GPPAC/Pacific People Building Peace civil society conflict prevention network in the Pacific.

3.2 CONSULTATION PROCEEDINGS

The consultation was structured as set out in the agenda included at annex C. Participants and delegates to the conference are listed in annex D.

3.2.1 OPENING REMARKS

The consultation began with an opening address by Mr Jone Dakuvula, Programme Director of the Citizens’ Constitutional Forum (CCF) and Regional Initiator of the Pacific People Building Peace Network. Mr Dakuvula welcomed participants and explained that the gathering was an opportunity for civil society organisations to engage the PIFS and regional governments in developing a comprehensive common approach, and joint activities, to strengthen existing security commitments in the region. On behalf of the PPBP network, he welcomed the opportunity for members, firstly, to review and refine the structure and priorities of the network and, secondly, to enter into dialogue with partners to establish a clearer basis for collaboration and cooperation.

Mr Garry Wiseman, Manager of the UNDP Pacific Centre, also offered opening remarks. He highlighted the importance of listening to the voices of Pacific peoples in order to respond properly to human
security issues in the region, and welcomed the opportunity to do this presented by the consultation. He further noted the vulnerability of the region to natural disasters, and the increasingly common violence and lawless behaviour associated with unequal access to the benefits of development.

3.2.2 INTRODUCTION TO THE CONSULTATION

The consultation began with a series of presentations in which participants and guest speakers shared their knowledge and experience on human security.

Mr Samuel Doe of the UNDP Pacific Centre then introduced the objectives for the consultation outlined above, and provided an overview of the evolution of the concept of human security. He then emphasised the place of monitoring systems and preventative action in operationalising human security.

3.2.3 PEACE AND CONFLICT UPDATES

There was then an opportunity for participants to take stock of the current situation across the region, during a session set aside for CSO participants to offer peace and conflict updates on their local/national contexts. Representatives of New Zealand and Australian CSO groups were asked to focus on their countries’ policies toward conflict and human security concerns in the Pacific, and how CSOs are working on these issues in the region. The presentations by the CSO representatives are summarized in the table below.

<table>
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<tr>
<th>LOCATION</th>
<th>CSO PEACE AND CONFLICT UPDATE</th>
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| Australia                 | - The CSO representative for Australia stated that Australian security policy toward Pacific island countries is aimed at preventing the region becoming a haven for terrorists, although it is described as ‘co-operative intervention’ through e.g. RAMSI.  
- Such actions have tended to be too narrowly focussed on state-building without addressing the root causes of conflicts. The gap between Australian policy motives and concerns of Pacific islanders, and the lack of partnerships in addressing these concerns, raises questions about the suitability and sustainability of Australian interventions in Pacific island states. |
| Bougainville              | - In Bougainville, the threat of violent armed conflict has continued since gaining autonomy within PNG. Despite this threat, much progress has been made toward peace and disarmament through the establishment of legal and judicial institutions, and settling of grievances.  
- Related problems of reintegration into communities of those who took part in the conflict, lack of opportunities to encourage reintegration, and lack of respect for and challenges to traditional leadership require traditional, local, and international cooperation in order to be successfully addressed. |
| Fiji                      | - Critical security threats in Fiji include personal and political insecurity; lack of access to secure and adequate land tenure, housing and food; inadequate provision of health and education services; environmental vulnerability; and economic insecurity.  
- The pervasiveness of these threats reflect the lack of adequate long term, inter-sectoral strategies to fulfil economic, social, cultural, civil and political rights in the country. |
| Kanaky – New Caledonia    | - The political status of Kanaky – New Caledonia as a colony of France is the single most critical threat to the marginalised indigenous people of the country. The outnumbering of the indigenous population by non-indigenous people has raised questions about land security and rights. The lack of recognition afforded to traditional society by the legal system has contributed to the loss of traditional identity. |
- A referendum on Kanaky – New Caledonia’s independence from France is scheduled for 2018.

**New Zealand**  
- The policies of four New Zealand bodies with responsibilities or interests in security in the Pacific islands showed interesting comparisons as well as stark contrasts. The stances of the Ministry of Foreign Affairs and Trade and the New Zealand Defence Force were aimed at implementing the policies of the New Zealand Government through support to the Pacific Islands Forum and the defence of New Zealand’s interests in the region.
- In contrast, NZAID and the CID have attempted to address all aspects of conflict by recognising the vital necessity of starting from the root causes rather than only providing assistance when situations were beyond local control. New Zealand-based CSOs usually work in partnership with local agencies throughout the Pacific and a few have local offices in island countries.

**Papua New Guinea**  
- The critical security threats in Papua New Guinea are violent discontent among unemployed youth (including violence against women, rape, and domestic abuse), theft, and the spread and impacts of HIV/AIDS.
- Problems of lawlessness, and the inability of local authorities to deal with it, are exacerbated by police corruption. Other persistent problems include the amassing of firearms in the Highlands, the lack of recognition of traditional land ownership, and widespread election-related violence. The last problem is being addressed through awareness campaigns.

**Samoa**  
- The most critical security threat facing Samoa is the lack of grassroots-level awareness of the impacts of climate change, such as sea level rise, on the environment on which local communities are dependent for their livelihoods. Other environmental concerns also exist, such as the impacts of poor waste disposal practices. Samoa is addressing these issues primarily through wide-reaching awareness campaigns on the need for environmental adaptation strategies and the better use of existing resources for income generating activities.
- Other prevalent problems in Samoa include domestic violence, lack of participatory decision-making and inappropriate responses to problems.

**Solomon Islands**  
- Discontent among Solomon Islanders has resulted from an inappropriate government system and the unequal distribution of development benefits throughout the country. Frustration at this continued state of affairs has manifested in violence and lawlessness throughout the country since the 1990s. Root causes of these problems are being addressed through a constitutional review process.
- Other critical threats faced by the Solomon Islands are the spread and impacts of HIV/AIDS and havoc wreaked by natural disasters.

**Tahiti**  
- The critical threat faced by the people of Tahiti – French Polynesia was identified as French colonial rule including the exercise of control over nuclear testing, related local frustrations and the potential for political violence, and human rights violations.
- As with Kanaky – New Caledonia and Wallis and Futuna, the colonial status of Tahiti – French Polynesia precludes the implementation of the concept of human security because the people have no sovereignty.

**Tonga**  
- The Privy Council, Cabinet ministers, and governors of Ha’apai and Vava’u are appointed by the King. Proposed political reform of this system has been resisted by beneficiaries of the system as they would lose their political powers and comfortable economic status. This has resulted in intimidation, interference with civil society and the media, and manipulation of the Privy Council’s law-making power.
- Instruments of peace and stability such as the cultural taboo system are perceived to be suppressing the people of Tonga. Opposition is muted because of fear of victimisation.
- Proposals for political reform have been curtailed by the government. The failure of Parliament to hold a ballot on the reform proposals led to riots in Nuku’alofoa in November 2006. The lack of political reform is perceived as the greatest threat to human security in Tonga.
- There is urgent need for internationally-supported sustained dialogue to address current restrictions, prevent future ones, curb corruption and abuse of power, and progress political reform to ensure the long term security of Tonga.

**Table 2: Summary of CSO updates on peace and conflict issues in their local/national contexts**
3.2.4 BACKGROUND PAPER PRESENTATION

The peace and conflict updates were followed by the presentation of the background paper to the consultation prepared by Dr. Vijay Naidu, Director of the Development Studies Programme of the Pacific Institute of Advanced Studies in Development and Governance, University of the South Pacific. The Paper, entitled ‘Human Security in the Pacific’ is included at annex H. Professor Naidu began with an analysis of what the paradigm shift from state security to human security might mean for the Pacific region. He then identified a range of issues that have present or future human security implications for the Pacific, and offered some starting points for working group discussions. After reviewing the existing regional treaties, bodies, and normative mechanisms that presently exist and considering how these could be used as the basis for a broader human security agenda, Dr. Naidu addressed the issue of what roles civil society organizations can play in enhancing human security in the Pacific, and how these organizations can most effectively fit in to a broader, concerted, human security strategy for the region.

3.2.5 THEMATIC PRESENTATIONS

The section of the consultation devoted to sharing of knowledge then continued with a series of thematic presentations.

Sharon Bhagwan Rolls began by presenting the outcomes and proceedings of the preceding conference on Women, Peace, and Human Security in the Pacific (summarised above and presented in the separate Outcomes Document for the first consultation).

Dr Steven Ratuva presented a paper on land and resources in relation to conflicts and highlighted the persistence of the false perception that land tenure in the Pacific can be understood as a single issue to which there could be a common response. Dr Ratuva argued that the concept of land in the Pacific has three important dimensions: it carries an intrinsically spiritual quality and provides a connection with ancestors; it provides a medium for expressing socio-cultural relations, kinship, and identity; and it provides the resource base for economic survival, as a physical commodity. As such, he categorized land disputes into four basic types involving different combinations of parties: intra-local conflicts within a particular community, for example between family groups living in the same area; inter-local conflicts between local groups, for example over land or boundary definitions; inter local-macro conflicts between a local group and an outside entity such as the state or a company; and inter macro-macro conflicts between two large entities such as companies or between the state and a company.

Mr Sam Doe made a presentation introducing early warning and early response (EWER) mechanisms. Mr Doe stated that a number of EWER mechanisms have been developed in recent years in an effort to focus attention on preventative action and timely responses to crises. Civil society and community-based organizations are uniquely positioned to contribute to early warning and response mechanisms due to their close ties to local populations and the existing communication networks they can access, which are often inaccessible to outside agencies and governments. Mr Doe discussed the example of WARN (the West African Early Warning and Response Network) and reviewed its origins, structure, and methods of implementation across West Africa. The nature of EWER mechanisms, and partnerships between civil society organizations and international governmental or regional bodies was explained. Possible roles for CSOs in early warning and response were said to include: acting as the primary monitoring antennae at the community level; issuing warnings; calling on relevant
stakeholders to respond; and engaging in front-line crisis response. Civil society engagement was therefore posited as being a crucial element of an effective early warning system.

Bernie Lovegrove of the Asian South Pacific Bureau of Adult Education (ASPBAE) then spoke on the theme of ‘Peace Education and Pacific Schools’. The presentation introduced the idea of peace education within schools and in the wider community, and stressed the importance of developing strategies for integrating peace education into already existing curricula instead of offering peace education as a distinct activity. He gave examples of existing education policies in Pacific countries, arguing for a greater reference to peace building in education curricula, and highlighted the existence of initiatives on which to build in future through networking and partnership. Beyond the need for peace education, he also drew attention to the need to lobby governments for greater access for children in the Pacific to quality education in a more general sense. He then suggested co-operation between PPBP network members to review regional education policies and lobby for the inclusion of peace education within them.

Ms Nainasa Whippy, Non-State Actor Liaison Officer, Pacific Islands Forum Secretariat, then made a presentation on the subject of civil society engagement with PIFS. Ms Whippy explained the process by which PIFS would engage with CSOs on human security with respect to the Pacific Plan. She observed the growing recognition by governments of the role and contribution of CSOs in community development, service delivery, policy design, and knowledge of local issues, demonstrated by the consultative status given to certain non-state actors, and the initiative to include accredited NGOs as observers in non-confidential PIFS meetings. However, she also re-affirmed the need to strengthen PIFS’ liaison, consulting, and engagement with non-state actors, a key priority of the current PIFS Secretary General.

She mentioned that peace-related advocacy could be strengthened by establishing a Human Security presence in the existing NGO advisory group, for example by creating a seat/position dedicated to Human Security issues. To influence policy decisions, it was noted that CSOs need to work through regional decision-making processes. In practice, this requires CSOs to engage on nationally-relevant issues that fit with the existing agendas of states. Ms Whippy also pointed out that the policy of allowing observers into meetings was very new and further requests for change could be staggered to allow members time to adjust to the new arrangements.

In the following plenary session, participants discussed ways to engage with PIFS on human security. They noted that need for the network to attain consultative status with PIFS, as well as to select a delegate to engage in PIFS discussions on human security, to be drawn from among the network members on a rotating basis.

The discussion also covered the relation of human security to the Pacific Plan. While human security did not feature explicitly in the Pacific Plan, it was also noted that the Plan is subject to review, that the idea of adopting a human development security plan had already been under consideration, and that it could be a successful strategy for this to be the focus of renewed advocacy attention.

Participants also inquired as to what tools, processes and procedures they need to be aware of to engage successfully with PIFS. It was pointed out that CSOs know relatively little about the internal workings of the forum, and hence are ill-equipped to engage with it. The suggestion was made that the Forum develop a schema explaining how it is structured, what the different windows of entry are, and what is required to access them. The PIFS Representative supported this idea.
3.2.6 IDENTIFYING THREATS, CAPACITIES AND RESPONSES

Building on the preceding presentations and discussions, and their knowledge, participants then began defining the human security issues they felt to be most critical for the region. These were categorised into four thematic groups for discussion in working groups.

<table>
<thead>
<tr>
<th>THEME</th>
<th>ISSUES COVERED</th>
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<tbody>
<tr>
<td>Pacific Culture and Environment</td>
<td>- Land disputes, ownership, and tenure</td>
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<td>- Effects of climate change</td>
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<td>- Natural disasters</td>
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<td>- Displacement and migration</td>
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<td>- Private sector activities, including resource extraction and logging</td>
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<td>- Change in trade relations and effects on ordinary people</td>
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<td>- Power and pressure of outside economic actors</td>
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<td>- Globalization, trade, and macroeconomic uncertainty</td>
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<td>Communities, equality, and opportunity</td>
<td>- Cultural context in which to place security of the individual.</td>
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<td>- Violence, gender-based violence and violent masculinities</td>
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<td>- Breakdown of family structures</td>
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<td>- Human rights versus local cultures</td>
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<td>- Population growth</td>
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<td>- Poverty</td>
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<td>- Access to education</td>
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<td>- Unemployment and opportunities</td>
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<td>- Youth issues</td>
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<td>- Arms and gang culture</td>
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<td>- Women’s potential for peace</td>
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<td>Security and the state</td>
<td>- Old security paradigm versus human security in the security sector and foreign ministries</td>
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<td>- The security sector as security providers</td>
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<td>- Arms proliferation</td>
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<td>- The threat of terrorism</td>
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<td>- Civil-military relations</td>
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<td>- Inter-ethnic relations and marginalised groups</td>
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<td>- Dispute mediation and peace-building</td>
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<td>- Women and the security sector</td>
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<td>Governance</td>
<td>- Self-determination, participation, and democracy</td>
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<td>- Colonialism and independence</td>
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<td>- Political violence</td>
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<td>- Electoral transparency and violence</td>
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<td>- Leadership and accountability at local and national levels</td>
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<td>- Lack of government accountability and consultation</td>
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<td>- Corruption, integrity, and financial management</td>
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<td>- Access to justice and ensuring human rights</td>
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<td>- Access to communication technology and information</td>
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Table 3: Human security issues raised by PPBP consultation participants

Pacific Culture and Environment

Under the broad heading of Pacific Culture and Environment participants stressed the implications for human security stemming from the negative effects of globalisation, including: displacement, migration, immigration and squatter settlements; irresponsible actions by big (and small) businesses (particularly with reference to resource extraction and logging industries), the power and pressure wielded by outside economic actors; the effects of trade agreements and the implications of regional-specific obstacles to trade in terms of macroeconomic uncertainty and therefore uncertainty in the lives of ordinary people.

Participants made reference to tensions between traditional owners of land and newer systems of ownership, including land that was expropriated under colonialism. It was noted that most Pacific nations lack the capacity to undertake thorough registration of land and ownership. The participants welcomed the emphasis PIFS currently places on the theme of land and conflict minimisation, and wished to see other actors engaged in taking this issue forward. Participants also identified a need for legislation on intellectual property rights to protect the (traditional) knowledge and genetic resources of Pacific countries.

Concerns were raised with the unequal distribution of profits from multi-national companies that hold concessions to operate in Pacific countries, with the contrasts between wealthy actors in extraction industries and poor local communities cited as a source of tension and conflict. Participants likewise raised the need to revisit and strengthen relevant regional agreements such as the Noumea Convention and Apia Convention to protect the Pacific environment.

The significant threat posed by natural disasters to human security in the region was also noted, along with the long-term implications of climate change for many small island states. Displacement resulting from natural disasters was also identified as a threat, especially as identity and cultural linkages with ancestral lands make redefinition of land ownership so sensitive in the Pacific context.

Weaknesses were pointed out in existing natural disaster and climate change management approaches, including lack of effective early warning systems, co-operation from high energy-consuming countries in reducing emissions, and the lack of a co-ordinated response to natural disasters. It was also argued that lessons need to be learned from the tsunami that recently hit the Solomon Islands, including the problems such as the inability of military relief personnel to communicate with local communities.

Communities, Equality, and Opportunity

The working group on Communities, Equality, and Opportunity focused on the pervasive nature of multi-faceted political, economic and social violence. The pervasive nature of political violence was said to be most clearly manifested in inter-ethnic violence, violence related to elections and violence and conflict between militaries and police. Social violence was defined by participants as gang violence in communities, domestic violence and gender-based violence in families and communities. Violent masculine behaviours were emphasised as a particular threat to human security in the Pacific. This violence was associated with the increasing availability of small arms and light weapons, and likewise with an increase in drug and alcohol abuse.

Structural problems associated with violence were said to include dominant patriarchal cultures and the socialisation of violence as an acceptable form of response to conflict. These root causes interact
with proximate causes of unemployment and poverty, increasing urbanization, and population growth in urban and peri-urban settlements. The resultant intra-community tensions lead to various forms of economic and social violence.

Participants also observed that political violence stems in part from decolonisation processes that left in place systems of governance that divided groups along religious or ethnic lines, and that have been unable to resolve inequality between these groups in terms of economic, social and political decision making.

Security and the State

The working group on Security and the State identified a key challenge as being broadening and deepening the traditional concept of security within the security sector throughout the region. Participants wished the security sector in the region to focus less on securing external borders and more on the well-being of Pacific citizens. This broadening of the concept of security would imply a rethinking of civil-military relations, concerted efforts to increase the role of the women in security sector reform, and recognition of the role of climate change in exacerbating conflicts.

A second core issue identified under the heading of security and the state was that of inter-group relations and intra-local conflicts. Participants linked problems in inter-group relations to tensions over land and the situation of marginalised groups. Participants wished to highlight the need to enhance mechanisms for dealing with inter-group tensions, for example in Solomon Islands, Royal Marshall Islands and Papua New Guinea.

A third core issue highlighted under the heading of security and the state was that of disarmament, demobilization and reintegration and other measures to reduce armed violence. Participants noted the lack of detailed analysis of the track record of previous peace-building interventions, specifically in relation to how they address the concerns and draw on the potentials of women.

A further issue of concern was the development of the private security sector in the region, and how the sector is regulated.

Governance

Participants identified the most significant governance issues on the human security agenda as: accountability and leadership; self-determination, participation and democracy; and fulfilment of human rights, and in particular economic, social and cultural rights.

In terms of accountability and leadership, participants highlighted significant problems with political violence, electoral violence, and electoral manipulation in the region, and noted the need for much greater accountability of leaders and government entities to Pacific people. They emphasised the lack of leadership codes for political leaders in some Pacific countries, and the need for a new generation of political leaders to emerge. In terms of electoral processes, participants highlighted the lack of regulation of electoral funding, the failure of elected leaders to stick to electoral promises, the regulation of voter education by traditional leaders, the need for electoral monitoring over extended periods, and the acceptance of violence as a form of political action.
In terms of self-determination, participation and democracy, participants noted problems in relation to freedom of information. This included the failure to translate official documents into local languages and to pass on information effectively to remote populations, the lack of understanding of essential policies, laws and commitments, the lack of cohesion between local, provincial and national governments, and the lack of gender-disaggregated information either for policymakers or the public. They also noted the neglect of youth issues and the need to encourage the empowerment and political participation of youth (for example through sustaining momentum in relation to youth parliaments).

In terms of human rights, the participants were concerned by the low level of ratification and implementation of international human rights instruments in the region, and wished to see better monitoring and reporting at the national level to UN bodies on the implementation of human rights treaties. A further concern was over the level of access to information about human rights among Pacific people.

Participants were also critical of the fact that the right to self-determination of colonial peoples was still not recognised and acted upon in relation to all Pacific territories, and that, although the Raratonga Treaty addressed nuclear testing, it failed to address victims’ rights to compensation.

3.2.7 PLENARY DISCUSSION ON WORKING GROUPS

The working groups were followed by a plenary discussion to discuss cross-cutting themes and share the results of group work. The participants acknowledged women and youth as cross-cutting issues in the four thematic areas, and noted that many of these issues play out in overlapping ways at the local level.

Participants particularly noted the need to devise non-violent approaches to mediating contentious issues of land registration in a way that makes sense for Pacific cultural contexts, and called for increased attention to peace education.

There was also discussion of the challenges that new/emerging/fragile states face in relation to the ‘official’ security sector, and the growing trend towards the privatization of security. Related to this is the need for clearer mechanisms to monitor human rights and national elections.

Participants also discussed early warning, noting the need to: define problems requiring monitoring; design effective indicators and information systems; and, at the level of response, improve on the indifference with which previous warning signals have been met. Participants also noted the need to link early warning systems with traditional knowledge about the region and the environment.

Participants recognized that a great deal of information is already gathered, but that it lacks a central and systematic analytical method and information host. The group suggested that PPBP could address some of these concerns and should consider undertaking awareness-raising and communication, lobbying, early warning and early response systems, capacity building, and knowledge sharing.

3.2.8 CIVIL SOCIETY NETWORK-BUILDING

The remainder of the discussions then focused on the establishment of the PPBP network. Working groups were each asked to form opinions on: the name of the network; whether and for how long the secretariat would remain with CCF; the content of a new work-plan; and the formation of a governing board and steering committee.
Some interim arrangements were discussed, including a governance board to draft a constitution and formalize the structure of the organization for consideration at the first annual general meeting.

Discussion on the structure of the secretariat focused on the need for clarity on current staffing resources and interim funding, and the reality that PPBP cannot continue to depend on the support of CCF, but should instead be self-supporting. The working groups identified a set of criteria for deciding the composition of the interim steering committee. It was agreed that selection criteria should be based on skills and experience in the following areas:

- Knowledge of relevant issues;
- Knowledge of the network;
- Mediation skills;
- Knowledge of donors;
- Financial management;
- Gender representation;
- Regional representation;
- Practical administrative skills;
- Commitment and availability (including willingness to work via email).

The role of UNDP

Larry Attree gave a brief presentation to explain the roles and responsibilities of the UNDP Pacific Centre in relation to the emergent Pacific People Building Peace network, which helped to inform the subsequent plenary discussion on the network. Mr Attree outlined the work of the Pacific Centre as focusing on strengthening sustainable peace architecture in the Pacific region. This was said to include: providing technical assistance to the Pacific Islands Forum Secretariat in relation to human security; developing regional expertise through the establishment of an annual tertiary education course on human security; mainstreaming gender in the work of regional stakeholders on human security; and supporting civil society networking and platform development on human security for both women’s organisations and the GPPAC network. Work under the latter heading was said to include interim support for the PPBP network should participants be able to agree on concrete steps for developing the network in the coming months.

PPBP Network structure

Following the presentation, the plenary discussion chose to focus on a number of issues common to discussions of the three working groups.

It was unanimously decided that the PPBP Secretariat should be a transitional body working toward the establishment of an independent regional organization over a 12-month timeframe, and should retain its current name, ‘Pacific People Building Peace’. CCF offered to continue as Secretariat to the network until the end of 2007, if offered the financial support of the UNDP Pacific Centre.

The selection of Suva as the location of the headquarters of the transitional body precluded regionally-based representation on the Interim Steering Committee which was tasked with guiding the network through the transition period. The need to include regional representatives would be addressed through the appointment and resourcing of national focal points.
A group of thirteen nominees were elected to form an Interim Steering Committee. Absent nominees would have the opportunity to decline their appointments once advised. The large number of members of the Interim Steering Committee was chosen to account for occasional unavailability of members and the possibility of forming working groups or sub-committees.

The workshop agreed that a timeframe of approximately one year should be spent focusing on establishing the organization rather than on programme development.

The group also decided that decisions on network membership, involvement of other relevant organizations, collective rules of appointment and responsibilities of national focal points, rules of procedure, and distribution of tasks should be handled by the Interim Steering Committee. Another decision was that the recommendations produced by the consultation should be used as the starting point for the transitional body and Interim Steering Committee.

The participants instructed the Interim Steering Committee to develop a three-year plan, a constitution, a website, a budget, and a database of contacts and current programmes. A critical task was the formulation of a coherent summary of plans for presentation to the next donor meeting. The first meeting of the Interim Steering Committee commenced immediately following the closure of the consultation.

3.2.9 REPRESENTATION IN THE FOLLOWING CONSULTATION

In addition to the six participants who remained from the women’s consultation, six of the participants from the second event also remained in the final, multi-stakeholder discussion, in order to represent the views of the PPBP network.
REGIONAL CONFERENCE ON BUILDING PARTNERSHIPS FOR CRISIS PREVENTION, HUMAN SECURITY & PEACE-BUILDING IN THE PACIFIC

4.1 BACKGROUND

The third in the series of consultations broadened the focus from civil society perspectives, to include governments, security institutions, the private sector, and religious institutions. The event was co-organised by UNDP Pacific Centre, the University of the South Pacific (USP) and the Pacific Island Forum Secretariat (PIFS).

The objectives of the conference were to:
- Share perspectives on human security between a variety of stakeholders;
- Generate consensus on the need to promote human security in the Pacific Region;
- Create a foundation for multi-stakeholder partnerships and platforms for human security;
- Offer constructive criticism to the draft human security framework paper in advance of the June 2007 Forum Regional Security Committee (FRSC) meeting.

4.2 CONFERENCE PROCEEDINGS

The conference was structured as set out in the agenda included at annex E. Participants and Delegates to the conference are listed in annex F.

4.2.1 OPENING REMARKS

The conference began with opening remarks from Garry Wiseman, Manager of the UNDP Pacific Centre. Mr Wiseman emphasised the pervasive nature of human security threats in the region, and called for renewed efforts to develop concerted strategies that bring together governments, citizens, and regional bodies to address these threats collaboratively. He emphasized the need to incorporate a gender perspective throughout all aspects of analysis and response, and called attention to the environmental impacts of rising sea levels and climate change.

Further opening remarks were made by Professor Graham Hassall, of PIAS-DG, University of the South Pacific. Professor Hassall introduced the conference by calling on states and citizens at national and regional levels to take the initiative in addressing human security issues. He outlined the role of USP as an institution of research and knowledge dissemination that is committed to finding solutions to problems in the region. He described policy making in the field of human security as a challenge to governance that requires the development of new ways of thinking, as well as greater collaboration and coordination, and therefore challenged the conference participants to come up with a workable policy framework and to ensure connectivity among partners.

4.2.2 INTRODUCTORY SESSION ON HUMAN SECURITY

Sam Doe, Senior Civil Society and Conflict Prevention Expert, UNDP Pacific Centre, again provided an introduction to the concept of human security to the conference. Participants then offered comments. A key challenge identified was the willingness of governments to accept the individual as the focal
point of security when there are other competing priorities. Participants wondered whether the Pacific region’s concerns are sufficiently integrated into the existing human security paradigm. Concern was also expressed about the absence of spirituality from the framework. Participants were unsure about the implications of a shift in focus from the ‘sovereign state’ to the individual, and there was some uncertainty about what mechanism would facilitate this shift.

It was asserted that the Pacific used to live by a system in which ensuring the security and viability of communities was the basis for governance. It was suggested that human security would be more acceptable in the Pacific if it were to focus on communities rather than individuals. This adaptation of the concept of human security would more closely reflect the traditional, locally determined systems of governance that used to exist before colonisation changed the relation of governments to citizens, and citizens to citizens.

4.2.3 PRESENTATION OF THE DRAFT HUMAN SECURITY FRAMEWORK

Dr Kennedy Graham of the University of Canterbury then introduced the draft human security framework document for discussion by participants, inviting them to offer comments with a view to its revision based on the proceedings of the conference. He noted that the draft framework was no more than an outline that would require ongoing elaboration, and that it had been prepared at the request of the Pacific Islands Forum Secretariat in accordance with the Pacific Plan. He also emphasised the importance of integrating the proposals put forward in the paper with the positions that governments would be willing to support. He then outlined the contents of the draft regional framework.

He stated that the draft human security framework for the Pacific aimed to take account of existing global frameworks (for example, the UN High Level panel on Threats, Challenges and Change report: A More Secure World – Our Shared Responsibility), and to relate these to the specific context of the region. The threats identified by the High Level Panel included inter-state aggression, terrorism, proliferation of weapons of mass destruction, intra-state instability and civil war, trans-national crime and socio-economic threats. Recognising the primary threats in the Pacific as regionally distinct, Dr Graham defined the most important threats in the Pacific as: firstly, socio-economic threats; secondly, intra-state instability; and, thirdly and less significantly, terrorism and organised crime. Inter-state aggression, inter-region instability and WMD proliferation were characterised as only minor threats in the region. He pointed out that UNDP’s conception of human security should not necessarily be described as a ‘western’ concept, but could instead be construed as a reinsertion of a non-western conception of security, representing a departure from a security paradigm based on the Westphalian system of states.

He noted the distinct challenges facing the Pacific as proclaimed in the Suva Declaration:

- The remoteness of the region;
- The wide geographical dispersion of states within the region;
- Fragile ecosystems;
- A limited resource base;
- The cultural clash between traditional lifestyles and the individual orientation of cash economies;
- The cultural diversity within Pacific nation states.

He emphasised the need to distinguish the approach to human security in the Pacific region from the approach to security threats taken in other regions in the world because of these and other unique threats.

He called for a dual timeframe for the implementation of the regional human security framework, to take account of the fact that evolutions in government policy take place over a longer term, while recognizing the need for specific actions and more immediate responses from the region’s governments.

Dr Graham then outlined the relation of human security to the Pacific Plan, and argued that although the concept of human security had not been explicitly articulated as a central principle of Pacific Planning thus far, work towards achieving human security was inherent in each of the four key pillars of the Pacific Plan. The initiatives proposed in the draft human security framework can be summarised as follows:

- Integration of human security into national development strategies
- An early warning system
- A mediation mechanism
- A standing peace support mission capability
- Conflict resolution education
- Employment generation
- Improved land management
- Enhanced demographic planning
- Good governance
- Improved law enforcement
- Human Rights fulfilment
- National women’s empowerment programmes to counteract GBV
- Upgrading strategies for responding to climate change
- Engagement with regional civil society
- Engagement with the private sector

Dr. Graham noted that the conceptual framework of human security in the paper is based on three main pillars of political stability, economic sustainability and social fulfilment, each containing a number of specific sub-issues. Participants were invited to challenge and rework this conceptual framework in the course of the conference.

Dr Graham concluded by further emphasising issues that are specific to the Pacific and require careful consideration, including: regulation of maritime zones; prevalence of violence; youth anomicie; and resource constraints.

4.2.4 GOVERNMENTAL RESPONSES TO THE DRAFT HUMAN SECURITY FRAMEWORK

Governmental respondents were then invited to offer either official responses or unofficial views on the draft framework presented by Dr Graham.

Vaine Makiroa Mokoroa, Director of the Central Planning & Policy Office, Office of the Prime Minister, Cook Islands, noted that his government had recently launched its national development
plan. He outlined the challenge of integrating the concept of human security into the existing national development plan, especially given the 27 strategies already scheduled for implementation under the plan. He particularly highlighted this in the context of the limited resources available for development in the Cook Islands.

Teabo T Awerica, First Secretary, High Commission of Kiribati in Fiji, noted with concern the lack of reference in the draft framework to research and statistics documenting the situation of Small Island States. He further pointed out that the Government of Kiribati’s key issue of concern is environmental, and thus noted that the issue of environment needed to be given greater priority in the framework.

Isaac N Soaladoab of the Ministry of Foreign Affairs of Palau noted the challenges faced by Palau in terms of economic development. He suggested there might be an overemphasis on recognizing and protecting individual rights, when the rights of families are much more relevant in the pacific context. He also noted the lack of sufficient human resources to devote to delivering a concerted strategy on human security at the national level in Palau.

Two representatives from Solomon Islands offered responses. Ethel Sigimanu, Permanent Secretary, Ministry of Women, Youth and Children, noted the newness of the concept of human security for the Solomon Islands government, and concurred that the traditional focus of governments in the region to date has been on issues such as terrorism and border integrity. Thus she affirmed that a new understanding has to be developed focusing on the individual as the focus of government security efforts, and that this would take time.

Ms. Sigimanu linked the key human security threats in the Solomon Islands to ethnic tension and the violence of last March, noting that these issues are related to other processes and structural causes. She noted the need for a full understanding of the draft human security framework at local, national and regional levels before it can effectively be adopted. The approach presented to governments would have to be consistent and coherent, and describe a partnership approach between government, communities and civil society. She concluded by calling for further consultation between the different stakeholders, and emphasised the need for early warning mechanisms to be established to cover security threats and natural disasters.

Sir Paul Tovua, of the National Peace Council for Solomon Islands, noted that there continue to be significant security challenges for Solomon Islands. He noted that for states that are both colonised and independent of colonial masters, the system of government, and the remoteness of government from its citizens remains a problem. He advocated the empowerment of traditional structures to address this. Sir Paul also drew attention to the problem of irresponsible exploitation of resources in Pacific countries, likening the impact of extraction industries and logging companies to the more visibly devastating impact of the recent tsunami on the country.

The representative from Tonga noted his frustration at not being consulted earlier in the process. After thanking Dr Graham for his paper, he noted that he was overwhelmed by the scope of the paper. He stated that a paper of such scope would be difficult to implement, but that the government of Tonga was committed to political reform. He commented that Samoa and Tahiti/French Polynesia were not listed as having distinct human security threats and should be added. He also requested that Tonga not be described as a ‘feudal’ but rather a ‘monarchic’ state. He concurred with the view that the family is disintegrating with the influence of Western values. He was concerned that a security paradigm for
the Pacific would emphasise too much security for individuals, without noting the need to build on the family support structures which are so beneficial and distinct in the region.

Dr Graham responded to these comments by identifying an overall readiness to accept the concept of human security on the part of governments. He recognised that resources for governments to implement new initiatives on human security were constrained, and stressed the long term process that would be involved in shifting emphasis from state security to human security. He furthermore pointed out that emphasis on the individual has been a problematic model in the West, leading to patterns of over-consumption, the loss of a sense of community and the atomisation of society. He recognized that the familial and communal structures of traditional societies need to be brought into the paper as an original contribution of the Pacific to the concept of Human Security.

The issues of colonialism and self-determination, and of keeping the region free of nuclear testing, were also raised as key human security issues in the region, and it was further argued that the paper under-emphasized the impacts and consequences of globalisation.

4.2.5 NON-GOVERNMENTAL PERSPECTIVES ON HUMAN SECURITY

The afternoon session began with presentations of multi-stakeholder perspectives. The first presentation came from Bishop Qiliho from the Pacific Conference of Churches (PCC). He raised the question of what we mean by security, and emphasized the need to talk in terms of ‘wholeness’ (mental, physical and spiritual balance). He characterised the Pacific as a religious area, and argued that it was therefore appropriate to include the dimension of spirituality in regional policy discussions. He also pointed out that individuals should be understood as members of families rather than simply as individuals themselves.

Mr. Laitia Tamata brought a more traditional state security perspective to the discussion, but noting that while the Pacific has contributed to successful peacekeeping operations elsewhere, it has been less successful at keeping peace within the region itself. A potential human security framework therefore should aim to identify the alternatives to military action before resorting to force is considered.

Peter Donigi, of PIAS-DG USP, former Ambassador of Papua New Guinea to the United Nations, raised a number of points for discussion by the conference that aimed to uncover and unpack some of the assumptions underpinning Dr Graham’s paper. He first challenged the assumption that the Pacific peoples accept the concept and the institutions of democracy as a given. He also challenged the effects of capitalism and the equation of capitalism with democracy, and noted the western assumption that land ownership relates to what is on top of the land and not what is below it as highly problematic in the Pacific. He pointed out the reluctance of the United Nations General Assembly to define human security, and therefore questioned the ability of the Pacific to take control of human security issues if the UN has been unable to do so. He questioned whether the issues identified as human security issues in the paper actually represent the true causes of conflict in the region, noting that much of what has been characterized as ‘causes’ are actually ‘effects’ of broader dynamics such as colonial legacies and destructive resource extraction. Finally, he urged that any regional response should not be developed based on the strategic interests of Australia.

Ms. Emele Duituturaga spoke on private sector perspectives, and began by noting that the state is responsible for creating a viable context for business development, by providing infrastructure,

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3 Defined as including multinational companies, government-owned private sector enterprises, and smaller businesses and ventures
telecommunications, tax breaks and law and order, and highlighting the difficulty of accessing land faced by business investors in the Pacific. When investments disappear because of unreliable access to tenure or demands for compensation, the whole of society loses. She affirmed that human security is a responsibility for the state, and noted that an important issue to be addressed is cultural degradation.

Ms Duituturaga concluded by stating that youth bulge is the rationale for realigning policy to reflect the needs of youth, and that a key threat comes from over-exploiting natural resources irresponsibly.

A representative from the Secretariat of the Pacific Community (SPC) gave comments on the draft framework outlining the relevant response capacity of SPC. In her immediate response she considered it very positive for the framework to be aligned with the Pacific Plan, but noted that it should also link up with other frameworks approved by Pacific leaders and avoid replicating existing mechanisms. She outlined some existing programmes that have synergy with human security, such as public health programming, support for food security, education, and training and empowerment of youth. She also noted that due to the growing influence of Asia in the Pacific, as well as the potential for threats such as avian influenza to emanate from Asia, that North Pacific countries and issues need to be covered.

Sharon Bhagwan Rolls offered a presentation summarising the outcomes of the preceding week’s women, peace and security consultation (see summary above and separate outcomes document).

Jone Dakavula gave a presentation representing the views of the Pacific People Building Peace network on the draft human security framework. He first outlined the evolution of PPBP GPPAC, and emphasised the need for prevention of violent conflict to be a focus for the region. He stressed the interdependence between development, security and respect for human rights, and noted the added value that CSOs can bring, for example in mediating and resolving conflicts, and in being able to respond more rapidly than larger organisations. He also highlighted the role of women in conflict prevention. He proposed a partnership between CSOs and international organisations and agencies. He then presented the key recommendations of the PPBP network, drawn from the outcomes statement of the preceding regional civil society consultation (see summary above and separate outcomes document).

The multi-stakeholder session concluded with remarks from Sam Doe to draw together points for discussion. He drew attention to: the problem of conceptualisation as opposed to institutionalisation; the problem of negotiating a shift from the sovereignty of the state to the primacy of the individual or the community; he highlighted that injustices were not absent from community based systems and that often these structures also involved domination of women, and children/youth. Reinventing these structures would therefore, he argued, not necessarily reflect a solution to many human security problems from the perspective of Pacific women.

4.2.6 PIFS PERSPECTIVE ON HUMAN SECURITY

Lawrie Cremin, Political and Security Officer at the Pacific Islands Forum Secretariat, then made a presentation on the approach of PIFS to human security and its role in taking forward the draft human security framework. He confirmed that the outputs and recommendations from the workshop would be tabled at the June 2007 Forum Regional Security Committee (FRSC) meeting. This meeting would be broken down into two days of deliberation on a variety of issues – the first day focusing on conventional security matters, including law and order, drug trafficking, and counter-terrorism, with the second day reserved for considering a wider array of issues. He noted that in the 2006 FRSC
meeting, it was decided that Human Security was a key concept that would enable a more holistic approach to a wide range of issues.

Mr. Cremin challenged participants to think of ways to bring their concerns about human security to the table in ways that are amenable to states, and drew attention to the relatively conservative approach of PIF member governments, as well as their strongly differentiated characteristics. He argued that these differences between states mean that they are naturally cautious in approaching new ideas for collective approaches, particularly those which require a commitment of scarce resources. He therefore recommended that the conference focus on what could be delivered in the following twelve months, to lay the foundations for a further compact of action between governments and civil society to mitigate against future conflict in the region. He put forward three recommendations for consideration:

- To support the plan for a regional early warning system;
- To solidify the civil society networks coming from the previous two consultations as formative bodies to be built on in the future;
- To set plans in motion to host annual Human Security conferences to regularize civil society interaction with governments at the regional level.

He concluded by laying out the challenge as one of presenting the outcomes of this conference in a way that will make governments comfortable with the idea of human security while also demonstrating that there are sufficient resources available to attain it. This would require a cautious approach that would succeed in laying the foundation for future work.

4.2.7 IDENTIFYING THREATS, MONITORING CAPABILITIES AND RESPONSES

Participants then broke into working groups and were asked to identify: key issues and challenges in relation to human security; monitoring capacities in relation to these; and responses and partnerships to address them. The results from the three resultant working group presentations are summarized in the table below.

<table>
<thead>
<tr>
<th>GROUP</th>
<th>ISSUES AND CHALLENGES</th>
<th>MONITORING CAPABILITIES</th>
<th>RECOMMENDATIONS FOR ACTION</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>- Gender-based violence&lt;br&gt;  - The expansion of fundamentalist Christian churches, particularly following a conflict/crisis&lt;br&gt;  - Biosecurity, from imported parasites/insects such as avian flu&lt;br&gt;  - The risk posed by climate change to low-lying islands&lt;br&gt;  - Land grievances interfacing with ethnic tensions&lt;br&gt;  - Tsunamis and natural disasters&lt;br&gt;  - Drugs among youth ‘lethal cocktail’ when combined with unemployment&lt;br&gt;  - Homelessness and landlessness, including growth of squatter settlements&lt;br&gt;  - Unresolved tensions over land tenure in Fiji and the Solomon Islands</td>
<td>- In the Solomon Islands, the review of RAMSI offers an avenue for assessing the current political, social and economic situation and informing a conflict-sensitive strategic plan for RAMSI’s exit&lt;br&gt;  - Observer group reports could become a tool in a regional early warning mechanism&lt;br&gt;  - Shadow reporting for example on CEDAW could be used to understand tensions in Pacific Island countries&lt;br&gt;  - Gender-based violence can be monitored through CEDAW reporting, and through gendered early warning indicators&lt;br&gt;  - A Pacific Tsunami Warning system and National Disaster Management Organizations are currently in place</td>
<td>- PIFS and UNDP to continue to develop and operationalize human security through an annual conference of parliamentarians, leaders, officials, CSOs and donors&lt;br&gt;  - Establish a regional Early Warning Early Response mechanism, to be housed in PIFS&lt;br&gt;  - Commission a study on Pacific disarmament, demobilization and reintegration, to unpack and explore the militarization of society in the Pacific&lt;br&gt;  - Develop a mediation mechanism through a standing group of eminent persons able to deploy at short notice, as a response mechanism on early warning</td>
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<tr>
<td>GROUP</td>
<td>ISSUES AND CHALLENGES</td>
<td>MONITORING CAPABILITIES</td>
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| 1     | - Erosion of cultural identity  
- The increasing spread of HIV/AIDS  
- Militarization of politics and the roll-back of democracy in some regions  
- Insufficient or otherwise problematic peace-building missions in the region (RAMSI) | - In some countries, such as Fiji, some monitoring capacity on youth unemployment exists based on correlating national employment census data with school leaver figures  
The National Peace Council in the Solomon Islands has monitoring teams in place in ‘hot spot’ areas which then feed back to the national government and donors | - Identify a database of qualified senior men and women to act as eminent persons  
- Establish a regional stand-by force for peace support operations made up of civilian and military personnel  
- Recommend to FRSC the need for national level consultations on human security  
- Operationalize the political commitments made within the Biketawa declaration  
- Hold a pre-FRSC consultation with officials and leaders  
- Establish a Pacific Peace and Security Council modeled on the African Union  
- Develop a Regional Climate Change Mitigation and Adaptation Strategy  
- Hold national level consultations on human security that build on regional consultations  
- Identify and support political and faith-based leaders to champion human security |
| 2     | - Economic sustainability of states  
- Exploitation of natural resources  
- Proliferation of small arms and light weapons  
- Information exploitation and knowledge security  
- Human greed  
- Youth unemployment  
- Environmental problems  
- Pandemic diseases | - Constitutional requirements such as reports of the Auditor General  
Independent Anti Corruption Commissions exist in some places  
However, concerted regional effort is needed  
In some locations, National Courts of Appeal are not full-time  
Public Prosecution offices exist in some locations across the region | The group was guarded in formulating specific recommendations as members felt unsure of their mandate as country representatives to endorse the paper. Recommendations, however, included:  
- Evaluate the concept of human security at the national level, to allow relevant government ministries to consider their responses  
- Raise awareness and educate on the concept of human security at national and sub-national levels  
- Develop programmes to facilitate sharing of information and experiences among Pacific Island nations  
- Strengthen relevant public authorities by increasing transparency and responsiveness  
- Develop and implement good governance practices  
- Address poverty and unemployment through responsible policies towards land and ocean resources, especially agriculture and fishing  
- Educate citizens to work abroad  
- Develop laws on arms trade and possession |
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<tbody>
<tr>
<td>3</td>
<td>Persistence of colonial relations throughout the region, including neo-colonialism, colonial rule by extension, and conditions of ‘neo-colonialism’ existing within states</td>
<td>NZAID conducts environmental impact assessments on all project grants</td>
<td>PIFS to recognize a collective responsibility to address climate change, through a whole of government approach</td>
</tr>
<tr>
<td></td>
<td>Environmental degradation through logging, extraction of natural resources, climate change, over-fishing and population pressure</td>
<td>National governments have some legislative capacity to regulate the use of natural resources and its impact on the environment, as well as issues including tourism and migration</td>
<td>Conduct research to gather concrete, up-to-date information on youth issues and unemployment, in order to clarify the existing reality in Pacific Island countries</td>
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<td></td>
<td>Political instability through coups and military build-ups</td>
<td>Samoa has done a comprehensive sea level rise impact assessment survey, and is engaged in spreading awareness to communities at risk about potential consequences. Communities are then able to begin thinking about how best to re-arrange and prepare themselves</td>
<td>PIFS to begin a dialogue on the issue of population mobility throughout the Pacific region, including the issue of remittances</td>
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<td></td>
<td>The interface between traditional power structures and the state</td>
<td>Limited capacity to regulate private-sector development</td>
<td>Promote micro-credit schemes and other programs in local entrepreneurship that are based on traditional values of culture and community</td>
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<td></td>
<td>Suppression, exclusion and marginalization of women</td>
<td>The increasing presence of China and Taiwan as bilateral donors in the region complicates the ability of national governments and civil society to mobilize on regulating the private sector, particularly in relation to the environmental impacts of fishing and extractive industries</td>
<td>PIFS to expand the Basic Education Act in order to improve communication between CROP agencies on programmes/strategic plans currently; and PIFS to dialogue with CROP agencies to further improve education in the Pacific</td>
</tr>
<tr>
<td></td>
<td>Weakness in processes of national decision-making</td>
<td></td>
<td>A re-invigorated commitment to sharing information, ideas and spreading lessons learned and good practices, within civil society networks and government</td>
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<td></td>
<td>Tensions between western concepts of democracy and traditional political structures</td>
<td></td>
<td>PPBP network members to generate grass-roots knowledge and momentum across the region</td>
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<tr>
<td></td>
<td>Tensions between constructing individual as opposed to communal/familial values</td>
<td></td>
<td>PIFS to endorse opening a dialogue on the issue of colonialism and neo-colonialism in the Pacific Region</td>
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<tr>
<td></td>
<td>Immigration, emigration</td>
<td></td>
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<tr>
<td></td>
<td>Uncontrolled or mass tourism</td>
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<td></td>
<td>Youth unemployment</td>
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<td></td>
<td>HIV/AIDS</td>
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Table 4: Threats, monitoring capabilities and responses identified by regional conference working groups

4.2.8 PARTNERSHIPS FOR HUMAN SECURITY

Following the group presentations, Dr. Volker Boege spoke on the topic of partnerships for human security. He emphasised the need for partnerships in the region to be appropriate to the region, and thus for more emphasis on linking with traditional leaders, church groups (particularly in view of their extensive reach in the region) and the private sector.

Dr. Boege particularly noted that approaches to human security for the Pacific must take into consideration the unique hybrid forms of politics and governance that exist in the region, in which local customary patterns and logics mix and overlap with introduced state and civil society patterns and logics. Recognition of the hybrid nature of Pacific governance systems was therefore asserted as an important starting point for any
endeavours that aim at conflict prevention, development, peace-building and human security in the region.

Dr Boege also noted the need to overcome misunderstandings that are the basis for many disputes – for example through dialogue to explain the different conceptions business owners and Pacific communities have of land. He noted difficulties arising from weak and strong partners assuming they have an equal relationship, drawing particular attention to how financial resources, and even the processes that are followed (conferences, application procedures etc) change the dynamics of a relationship in a way that suits western actors but often does not fit the people they are designed to help.

Dr Boege also noted the need for village chiefs to be present in future discussions, and that it might be helpful for there to be a network of more traditional prominent figures in the region. This was supported by an illustrative example from Peter Donigi of the effectiveness of traditional, non-judicial approaches to dispute mediation.

Dr Boege further discussed the need to contextualise human security for the Pacific, and drew attention again to the dilemma of whether to present human security as for the individual or for the family/community. He also said that there would be much to gain from peer-to-peer exchanges, so that the lessons learned on peace-building in the region (Bougainville, Guadalcanal) could be shared with actors elsewhere.

He noted that resource extraction industries could be engaged in relation to human security concerns by drawing attention to the financial loss for previous businesses that have undertaken their operations with ignorance of the divisive effects and environmental impacts of their work. He noted the possibilities of networking globally to generate consumer pressure for corporate social responsibility.

4.2.9 IMPLICATIONS OF THE CONFERENCE FOR THE DRAFT HUMAN SECURITY FRAMEWORK

In the final session of the conference, Dr Kennedy Graham discussed how the conference would inform the redrafting of the human security framework document. He noted that the discussions had combined vision with realism. He thanked the representatives from governments for their comments, as well as noting that the civil society consultations of the previous week had also raised important points for the paper. He summarised his conclusions around six main points:

- That the Pacific region for the purposes of the human security framework would be defined as including PIF member states (and that the framework would not be driven by the security agenda of the metropolitan states);
- That the paper needed to be structured to move more quickly from threats to capacity to response;
- That the paper should place greater emphasis on the richness of the history of the region, and particularly the pre-colonial experience;
- That human security could be defined innovatively in the Pacific as achievable through the relation of the state to the community to the individual, rather than the relationship of the state directly to the individual. More emphasis would also need to be placed on individuals and communities taking responsibility for their own human security;
• That the uniqueness of the Pacific could be better defined in the paper;
• That vulnerability to environmental hazards could be given much greater emphasis.

Dr. Graham considered the need for further clarity as to whether weak governments should be seen as a threat or an imperfect response mechanism to conflict in the region, and concurred with the need for faith based organisations and the importance of religion in the region to be given greater prominence in the paper. He stated that nuclear testing and decolonisation debates would be handled with respect to the geographical delineation of the PIFS region, and noted that the private sector as both a threat and a potential partner in peace-building would be given greater attention. He also identified an emerging consensus on the need for an early warning and mediation mechanism in the region.

Some final comments to the conference called attention to the potential pitfalls of focusing uncritically on communities and families, because the assumption that it is always better to strengthen family and community structures presupposes that such structures do not in some instances uphold violence, injustice and inequality (for Pacific women in particular). Thus any strategy to work with communities and enhance community structures needs to be sensitive to the injustices and violence that individuals can be exposed to within those structures.

Garry Wiseman concluded the conference proceedings with comments noting that the implementation of a human security framework is a long term process, of which this conference represents only the first step. He thanked the various presenters for their contribution and the partners in conducting the workshops.

4.2.10 EVALUATION OF PROCEEDINGS

The consultation process was evaluated through participant evaluation forms, completed at the end of each of the three separate consultations. For an analysis of these forms see Annex J.
CONCLUSION

An important achievement of the consultations was that they strengthened the consensus that, given the multi-dimensional nature of human security, responding effectively would require multi-stakeholder and multi-sectoral partnerships and collaboration. The draft human security framework that emerged from the discussions drew from the contributions of experts and practitioners from different sectors, including government officials with important responsibilities in relation to peace and human security, intergovernmental bodies, the private sector, academia, religious organisations, development and donor agencies, and CSOs engaged in campaigning, mediation, community development, peace education, and advocacy on women’s rights. The consultation successfully established the foundations on which national and regional platforms could be built to ensure the human security of individuals and their communities in the Pacific Region.

Notwithstanding the overall recognition that the concept of human security raises some of the most critical issues for the Pacific region, participants pointed out important challenges that proponents of the concept are likely to face in implementing the framework in the Pacific. Given that the region (through the Pacific Plan) and many national governments already have existing national development strategies, the introduction of human security, with its demand for institutional realignment, will come up against resistance. Tact is therefore needed in how the concept is introduced and what is expected of governments in the short-term.

It was also noted that the concept of human security as it has been defined at the global level would be better adapted to the Pacific regional context if it is geared more to values important in the region. Thus the emphasis placed on the security and fulfilment of the individual would need to give way in the Pacific context to a concept of human security geared more towards the well-being and viability of families and communities. Likewise, beyond the emphasis placed on social fulfilment under the existing secular model of human security, attention was drawn to the importance of spiritual fulfilment as a component of human security for Pacific peoples.

Participants in both the women’s and civil society consultations agreed that growing political, economic and social violence, including the ubiquitous nature of gender based violence, is a key threat to human security in many Pacific countries. Even where multinational assistance missions are deployed to end conflicts or breakdowns in law and order, participants pointed out that neither their presence nor the implementation of subsequent programmes has effectively addressed the human security concerns of women and girls.

Having reviewed the human security framework which highlights the identification, monitoring, analysis of, and response to threats, participants in all three consultations broadly agreed that in addition to the plethora of environmental hazards facing Pacific peoples, increasingly salient man-made threats are exacerbating the insecurity of individuals and communities in the region. These growing challenges include the pervasive nature of violence in pacific communities; population growth and the problem of ‘youth bulge’ coupled with insufficient land and lack of equitable access to opportunities; the proliferation of small arms and light weapons throughout the region; and weaknesses in attempts to disarm, demobilize and reintegrate ex-combatants (both in post-conflict environments within the region and personnel returning from peace-keeping missions); and electoral violence linked to flawed electoral processes.
In order to respond systematically to the deficiencies in the human security situation, recommendations common to the three consultations included the following:

- Commissioning in-depth research at institutional and community levels to expose the magnitude of gender-based violence including economic and social costs and document the social and political exclusion of women;
- Launching of a broad-based and sustained campaign at all levels of society to educate both the general public and traditional and criminal justice institutions, in particular on the devastating effects of violence against women and its repercussions for social stability. The campaign should also target the repeal of all discriminatory laws;
- Strengthening women’s collaborative structures at local and national levels to work concertedly for the end of gender-based violence including the operation of an early warning mechanism to monitor gender-based violence;
- Participants requested the PIFS Gender Unit as the interim coordinating body for multi-stakeholder collaboration to implement the recommendations from the Women, Peace and Security consultations of June 2006 and April 2007;
- Establishing a Pacific early warning system to identify and respond to increases in threat levels, co-ordinated by PIFS with national-level focal points;
- Conducting local, national, and regional reviews of land ownership and tenure regulation and practices, and the development of appropriate solutions to land-related disputes, also taking gender issues into account;
- Establishing national councils to mediate land disputes with emphasis on traditional dispute resolution mechanisms;
- Conducting research on youth and unemployment in the Pacific, to identify specific solutions and inform youth-sensitive national and regional development policies;
- Reviewing national and regional policies on mercenaries;
- Assessing the level of reintegration in communities after disarmament, demobilization and reintegration (DDR), and, if necessary, launching community-based DDR to reduce the number of guns in circulation, and to enhance reintegration efforts and help develop safer, more integrated communities;
- Development by governments of national strategies to prepare and respond adequately to the effects of global warming.

Beyond these specific recommendations, a prominent theme emerging from each consultation was the need for robust partnerships and broad-based collaborative efforts in order to address multifaceted human security concerns. It emerged that effective partnerships should include not only governments and civil society, but also traditional power structures, the private sector and religious institutions. It is important that such partnerships do not paper over the very real differences that exist between stakeholders, but rather should seek to engage divergent views in constructive dialogues about mutually acceptable solutions. Therefore, partnerships should seek to identify opportunities for concerted and multi-layered responses around common goals and interests, while also recognizing that this requires flexibility and genuine commitment to working out differences.

As a result of the first consultation with women, it was suggested that a multi-stakeholder partnership should be developed to take forward the recommendations emanating from that consultation, possibly to be coordinated by the Gender Unit of PIFS. As a result of the second consultation with civil society, the Pacific People Building Peace (PPBP) network was nominated as the lead collaborative
framework through which civil society organizations will promote human security in the Pacific region.
A 13-person Steering Committee with a 12-month work plan was agreed, with the PPBP to remain provisionally housed with the Citizens Constitutional Forum (CCF) in Suva, Fiji.

The consultations have underscored that an effective strategy to address the pervasive and critical nature of human security threats to the peoples of the Pacific, as identified by participants, will require a long-term effort from donors, government, civil society, religious institutions and the private sector. A partnership strategy to provide the underlying framework for this effort will, it is hoped, be adopted by PIF member governments in the coming months, and should be taken forward by extensive national-level consultations taking the needs and potentials of Pacific people fully into account.

The Human Security Policy for the Pacific goes forward from this multi-stakeholder consultative process enriched and contextualised because space was provided for peoples of the Pacific to come together to articulate their critical insights and experiences. Further progress will depend on political will on the part of Pacific leaders to listen to what has been articulated and act to enhance human security for Pacific citizens.
WOMEN’S CONSULTATION AGENDA

REGIONAL CONSULTATION ON WOMEN, PEACE AND HUMAN SECURITY IN THE PACIFIC

DAY 1, APRIL 24

8:00 – 8.45 Registration

9.00 Opening prayer
Introduction of Guest Speaker His Excellency...
Opening address: His Excellency Mr. Peter Eafeare
Opening remarks: Mr. Gary Wiseman, Manager, UNDP Pacific Centre

9.20 – 9.45 Setting the Scene:
Introductory Remarks from
Gender Issues Officer – Pacific Islands Forum Secretariat
FemLINKPacific Coordinator
UNDP Pacific Centre – Mr. Sam Doe, Senior Civil Society and Conflict Prevention Expert

9.45 – 10.30 Introduction of the overall process
Introductions of participants
Ground Rules

10.30 – 11.00 Group Photo and Tea Break

11.00 – 11.15 Keynote speaker
Ms Gina Torry – Coordinator NGO Working Group on Women, Peace and Security – New York

11:15 – 1.00 Making Meaning of Human Security: brainstorm buzz, plenary

1.00 – 2.00 Lunch

2.00 – 4.00 Group Work 1: Identifying key risks and challenges) to women’s human security: Introduction, group work, plenary

3:00 Working Tea Break

4:00 – 6:00 Group Work 2: Assessment capability: Introduction, group work, plenary

6:00 – 6.15 End of day 1 – closing and evaluation

7:00 – 9:00 Cocktails – Launch of fem’LINKpacific Website
DAY 2, APRIL 25TH

9.00 – 9.15  Summary and Feedback from Day 1

9.15 – 1.00  Group Work 3: Mapping existing capabilities, identifying gaps and formulating responses for Women’s human security: Introduction, group work, plenary

10.00 – 10.15  Working Morning Tea

1.00 – 2.30  Lunch

2.30 – 3.00  Presentation of draft recommendations/responses on: Women and Human Security in the Pacific

3.00 – 4.00  Small group discussion and plenary on draft recommendations/responses

4:00  Afternoon Tea

4.15 – 4.45  Evaluation and Closing

4.45 – 5.00  Closing Address
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CIVIL SOCIETY CONSULTATION AGENDA

CIVIL SOCIETY NETWORK HUMAN SECURITY CONSULTATION 26-28 APRIL 2007, NADI, FIJI

DAY ONE: PERSPECTIVES AND THEMES ON HUMAN SECURITY IN THE PACIFIC REGION

Purpose: to share key issues of concern to participants across the region, and to outline recommendations and areas for action as a basis for the discussions in days two and three.

8.30  Registration of participants
9.00  Welcome address by Peter Forau, Deputy Secretary-General, Pacific Islands Forum Secretariat
9.10  Opening remarks by Representative, UNDP
9.15  Participant expectations, agenda review and groundrules by Consultation Facilitators
9.45  Peace and conflict updates from participants
      Samoa
      Tonga
      Vanuatu
      Fiji
10.30  Morning tea
10.45  Peace and conflict updates from participants cont’d
      New Zealand
      Kanaky-New Caledonia
      Australia
      Solomon Islands
      Papua New Guinea
      Bougainville
      West Papua
      Tahiti
      Key issues raised in country updates: plenary discussion
1.00   Lunch
2.00   Keynote address: Human Security in the Pacific by Professor Vijay Naidu
2.30   Thematic presentations and discussion
      - Outcomes of women, peace and security consultation by Sharon Bhagwan Rolls, femLINK Pacific
      - Land and Resources Causes of Conflict in the Pacific Region by Dr Steve Ratuva
      - Early warning and early response in the Pacific by Representative, GPPAC Global Secretariat
      Peace curriculum in the Pacific by Bernie Lovegrove, ASPBAE
4.00   Tea break
4.30   Discussion of Key issues
5.00   Closing and evaluation
DAY TWO: IDENTIFY AND STRATEGISE RESPONSES TO HUMAN SECURITY ISSUES IN THE PACIFIC

*Purpose:* to develop and endorse a regional civil society platform for use in advocacy with regional governments and international organisations.

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
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<tbody>
<tr>
<td>9.00</td>
<td>Summary and feedback from Day 1</td>
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<tr>
<td>9.15</td>
<td>Presentation: Civil society engagement with the Pacific Islands Forum Secretariat by Representative, Pacific Islands Forum Secretariat</td>
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<tr>
<td>9.45</td>
<td>Break into working groups</td>
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<tr>
<td>10.00</td>
<td>Morning tea</td>
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<tr>
<td>10.30</td>
<td>Working group discussions</td>
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<tr>
<td>1.00</td>
<td>Lunch</td>
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<tr>
<td>2.00</td>
<td>Plenary discussion of thematic groups and recommendations</td>
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<tr>
<td>3.00</td>
<td>Adoption of strategic responses agenda by participants</td>
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<tr>
<td>4.00</td>
<td>Tea</td>
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<tr>
<td>4.30-5.00</td>
<td>End of Day 2 Closing and Evaluation</td>
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</table>

DAY THREE: STRATEGY FOR CSO NETWORK ON HUMAN SECURITY

*Purpose:* to develop and endorse a formal agreement on the vision, agenda, structure and activities of the GPPAC/Pacific People Building Peace civil society conflict prevention network in the Pacific.

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
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<tbody>
<tr>
<td>9.00</td>
<td>Summary and Feedback from Day 2</td>
</tr>
<tr>
<td>9.15</td>
<td>Presentation of draft network strategy by Jone Dakuvula, Marie-Pierre Hazera Citizens’ Constitutional Forum</td>
</tr>
<tr>
<td>9.45</td>
<td>Developing a vision statement for the network: introduction, group work, plenary</td>
</tr>
<tr>
<td>10.30</td>
<td>Plenary discussion</td>
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<tr>
<td>10.45</td>
<td>Morning tea</td>
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<tr>
<td>11.00</td>
<td>Defining the priorities of the network: introduction, groupwork, plenary</td>
</tr>
<tr>
<td>12.00</td>
<td>Structure of the network: introduction, groupwork, plenary</td>
</tr>
<tr>
<td>1.00</td>
<td>Lunch</td>
</tr>
<tr>
<td>2.00</td>
<td>Activities of the network: introduction, groupwork, plenary</td>
</tr>
<tr>
<td>3.30</td>
<td>Afternoon tea</td>
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<tr>
<td>4.00</td>
<td>UNDP partnership with the Network by Sam Doe</td>
</tr>
<tr>
<td>4.30</td>
<td>Evaluation and Closing</td>
</tr>
</tbody>
</table>
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REGIONAL CONFERENCE AGENDA

BUILDING PARTNERSHIPS FOR CRISIS PREVENTION, HUMAN SECURITY, AND PEACE-BUILDING IN THE PACIFIC REGION

30 APRIL- 1ST MAY 2007, HOLIDAY INN, SUVA

Day One: Human Security Threats And Capabilities Assessment

Purpose: Identifying Human security threats in the Pacific

8.00-9.00 Registration

9.00-9.30 Opening ceremony
Welcome address by Garry Wiseman, Manager, UNDP Pacific Centre
Opening remarks by Graham Hassall, PIAS-DG, USP

9.30-10.00 Setting the Scene:
The human security paradigm - Sam Doe, UNDP-Pacific Centre

10.00-10.30 Break

10.30-10.45 Overview of Conference

10.45-11.00 A Human Security Framework for the Pacific:
Chair: Professor Graham Hassall, PIAS-DG, USP
Presenter: Dr. Kennedy Graham, University of Canterbury, Christchurch, New Zealand

11.30-1.00 State Actors Responses on Human Security

1.00-2.00 Lunch

2.00-4.00 Multi-stakeholder Perspectives on Human Security in the Pacific

4.00-4.15 Tea Break

4:15-5:45 Mapping Human Security Issues, Threats and Capabilities to Monitor Threats
Group work (Part 1)

5:45-6.00 Day Review

6.30-8.00 Welcome Dinner
## Day Two: Human Security Policy Response And Multi-stakeholder Partnership Building

*Purpose: Strategising multi-stakeholder responses to human security, policy and partnership building*

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
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</thead>
<tbody>
<tr>
<td>9:00-9:15</td>
<td>Summary and Feedback of Day 1</td>
</tr>
<tr>
<td>9.15-10.30</td>
<td>Developing Recommendations for Regional Policy Response on Human Security Group work (Part 2)</td>
</tr>
<tr>
<td>10.30-11.00</td>
<td>Tea Break</td>
</tr>
<tr>
<td>11.00-1.00</td>
<td>Group work part 2 continued, plenary discussion</td>
</tr>
<tr>
<td>1.00-2.00</td>
<td>Lunch</td>
</tr>
<tr>
<td>2.00-4.00</td>
<td>Building Multi-stakeholder Partnerships for Human Security: Discussant: Dr. Volker Boege, ACPACS, University of Queensland Working groups and plenary discussion</td>
</tr>
<tr>
<td>4:00-4:30</td>
<td>Tea Break</td>
</tr>
<tr>
<td>5:30-6.00</td>
<td>Closing and Evaluation</td>
</tr>
</tbody>
</table>
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BACKGROUND PAPER I

REGIONAL CONSULTATION ON WOMEN, PEACE AND HUMAN SECURITY

24-25 APRIL 2007, NADI, FIJI ISLANDS

BACKGROUND PAPER

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I. Foreword

This paper was prepared for the Regional Consultation on Women, Peace and Human Security convened on 24-25 April 2007 in Nadi, Fiji by the Pacific Islands Forum Secretariat (PIFS) in collaboration with the UNDP Pacific Centre (PC) and femLINK Pacific. This background paper received input and analysis from UNDP, femLINK Pacific, the Pacific Islands Forum Secretariat and the NGO Working Group on Women, Peace and Security.

The Regional Consultation on Women, Peace and Human Security is a follow-up to the Gender, Peace and Security meeting held in Nadi, Fiji in 2006, and is the first in a series of three Human Security meetings held in the lead up to the Forum Regional Security Committee meeting scheduled for June 2007. This consultation seeks to bring together civil society and governmental actors to build on previous commitments and declarations, and work towards a women’s regional platform on crisis prevention, human security and peace-building in the Pacific Region. It is intended that the consultation will determine key issues threatening human security from the perspective of Pacific women, and then formulate an approach to monitoring these issues and working, through multistakeholder partnerships and within a consultatively developed policy framework, to address the challenges. Within this context, the consultation will analyse a range of human security issues through a gendered lens, including leadership and governance, human rights, access to justice, land resources, access to basic necessities and HIV/AIDS as well as taking critical steps forward in advancing the localisation of Security Council resolution 1325 in the Pacific Island Region.

II. Introduction

The relationship between women, peace and human security is not an automatic equation. It is not enough to assume that peace or human security is women-friendly, or that it will necessarily guarantee the rights of women.4 In certain cases, a return to peace and re-establishment of security may only amount to a return to the status quo where women are systematically excluded from structures of power, or where abuses of women’s rights, particularly gender-based violence, remain inextricably woven into the fabric of everyday life. The reality for many women, both in the Pacific Island Region and around the world, is that they are excluded from the very structures that make the decisions to sustain peace or engage in conflict.

The consequences of women’s exclusion and marginalization pose a significant threat to sustainable human security. These consequences are far reaching and manifest into core security risks such as the absence of legal and human rights, lack of protection against gender-based violence and access to justice, health, education, as well as exclusion from participation in economic life, credit, land and natural resources. These consequences not only constitute underlying sources of political and economic instability, but also result in the weakening of social and family units.

Just as important as the equal inclusion of women’s needs and priorities is the effective implementation of gender policy and analysis. Genuine gender policy and analysis takes not only women into consideration, but critically examines the different roles, needs and priorities of both men and women, girls and boys, and in this context attempts to identify policies and practices that enhance equality and just outcomes for all actors in society. Further, a comprehensive gender approach also takes into consideration important dynamics such as ethnicity, class and culture. Likewise, it is not enough to merely fill quotas, but to engage women from a range of backgrounds who are also champions of the principles of human rights, peace and democracy and those women directly affected by conflict.

Critical analysis of existing norms, institutions, and practices is required to arrive at a place where sustainable peace, democracy, and development can flourish. Such a critical lens must consider existing gender dynamics within specific contexts and evaluate mechanisms and institutions for building change. These considerations and challenges must be acted upon holistically in partnerships between international, regional and national organizations, governments and civil society.

Yet, despite increased understanding of what it takes to build sustainable peace and development, governments and the international community have not been very successful. This is perhaps most evident in the fact that roughly half of all countries that emerge from conflict lapse back into violence or instability within five years. While the reasons that a peace fails to be sustained are always complex, weaknesses in international and regional responses are clearly a contributing problem.5

Weaknesses in current international and regional responses can be significantly strengthened by a holistic approach to the human security framework. Such a framework includes a comprehensive mainstreaming of gender perspectives, policy and analyses within the context of broader peace-building and development priority areas: from international and regional institutions and mechanisms, to national machineries to early-warning indicators and crisis prevention, politics, justice, economic participation, poverty reduction, small arms reduction, health, education, capacity building, land, resources and the environment.

To date, several of the Pacific Island Forum (PIF) Member countries6 have committed themselves to a number of national, regional and international commitments to the advancement of women and girls and have demonstrated their commitments to gender equality by the adoption and implementation of the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW),7 the Millennium Development goals, the Pacific Platform for Action.8 Since the adoption of the Biketawa Declaration in 2000, PIF Members have also progressed towards the incorporation of the UN Security Council Resolution 1325 in the Pacific Plan for Regional Cooperation (2005) and with the high level adoption of the outcomes of the 2006 PIFS Gender, Conflict, Peace and Security workshop. Pacific Leaders now have the opportunity to intensify their commitment to and accelerate efforts towards collectively identifying a gender inclusive human security platform for development in this diverse region.

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6 Forum Island members countries are Australia, Cook Islands, Federated States of Micronesia, Fiji, Marshall Islands, Kiribati Islands, Nauru, New Zealand, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tuvalu, Tonga, Vanuatu.
7 To date 14 member countries have ratified CEDAW. Only Tonga and Palau and Nauru are yet to ratify.
8 The Pacific Platform for Action for the Advancement of Women identifies key areas that need to be focused on to achieve gender parity and is grounded on international and national development frameworks.
III. Engendering the Pacific Human Security Framework

Building on existing work and commitments, a regional coalition of women and gender experts promoting crisis prevention, human security, and peace-building should be established in order to strengthen Pacific regional and national human security frameworks, and to ensure effective partnerships between governments, CROP agencies, civil society organisations and development actors. The coalition would comprise non-governmental organizations. The establishment and funding of such a regional coalition would play an important role in efforts to mainstream gender and in identifying, analysing and responding to threats to human security in the Pacific.

A Pacific Regional Committee on Women, Peace and Security, promoting crisis prevention, human security, and peace-building, could provide critical ongoing support the development and strengthening of a Pacific regional responsive human security framework, by continuing to advance implementation of the agreed recommendations of the Regional Workshop on Gender, Conflict, Peace and Security, in particular by:

1. Providing an annual update on Gender, Peace and Security issues during the annual Forum Regional Security Committee (FRSC) meeting.
2. Coordinating and disseminating a gender audit of peace agreements and regional declarations (e.g. Biketawa, All State of Forces Agreement, and related Parliamentary legislation) to ensure compliance with Security Council resolution 1325.
3. Assisting in the establishment and/or reconvening and strengthening national and regional Women, Peace and Security Committees made up of government and civil society to assisting PIF member countries in the implementation UNSCR 1325, CEDAW and other gender equality commitments as well as assisting in a review of existing national security and defence policies to ensure gender mainstreaming in the Pacific Human Security framework, while also developing national action plans for the implementation of 1325 including:
   a) Developing training workshops, awareness raising toolkits and guidelines to support 1325 implementation.
   b) Translating 1325 into local languages.
   c) Documenting and sharing relevant experiences, information and strategies
4. Enabling women in civil society organizations to input into all aspects of conflict prevention, management, formal negotiations and resolution, including all reconstruction efforts, through inclusive consultative processes, empowerment training and capacity building of key individuals and organisations, establishment of processes and mechanisms to sustain their active and informed participation and engagement, and attention to building an environment which supports them to work in solidarity.
5. Conducting a regional study, building on the UNDP/UNIFEM/RRRT review of CEDAW implementation in nine Pacific countries, which identifies critical gaps in the advancement of women and gender policy that pose underlying security threats in the Pacific Region.
6. Establish a regional early warning system on peace and security in order to ensure a shift from reaction to prevention, in partnership with governments and CROP agencies. This should be coordinated by PIFS, to collect and disseminate gender disaggregated data on the range of women’s human security concerns in the Pacific Region, covering issues of HIV/AIDS, levels and impacts of violence, perceptions of security, access to land, housing, resources, health and education services, levels of poverty and political empowerment.
7. Contribute to the monitoring and transmission of information to policy-making and response frameworks, in order to ensure a shift from reaction to prevention. In doing so, relevant information and early warning could be communicated by the coalition nationally, regionally and internationally.

8. Produce detailed and concrete shadow reports reviewing legislation, policies, programmes, administrative procedures and regulations to ensure national compliance with the provisions of CEDAW and implementation of UNSCR 1325. The coalition should both submit timely reports to the United Nations on the progress of implementation and be present during any State report to the CEDAW committee or relevant UN body.

9. Liaising with global policy, global policy makers and institutions as well as with other transnational networks on women, peace and security and other human security groups to inform and input into national, regional and international initiatives.

IV. Towards a Holistic Human Security Framework

1. Mechanisms for the Advancement of Women

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):

**Article 3:**

‘States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men.’

Biketawa Declaration:

**Principle 2:**

‘Belief in the liberty of the individual under the law, in equal rights for all citizens regardless of gender, race, colour, creed or political belief and in the individual’s inalienable right to participate by means of free and democratic political process in framing the society in which he or she lives.’

The (Revised) Pacific Platform for Action (2004):

‘The Conference recognises that the most pressing issue in consideration of the implementation of the platforms for action is that governments have not provided adequate resources to national machineries... it is widely noted that governments do not provide or otherwise ensure adequate funding for their National Machineries for Women.’ (Para. 28)

‘Gender Responsive Budget Initiatives (GRBIs) provide a mechanism to mainstream a gender perspective into economic policies with the government budget serving as an entry point...At present there is little evidence that Pacific Island governments are formulating budgets that are gender responsive.’ (Para. 30)
Strong institutional mechanisms and machineries for the advancement of women and gender policies are a foundation for ensuring sustainable human security. Weak national mechanisms and machineries for advancing the integration of needs and priorities of women into national policies and programs result in ineffective mainstreaming of gender perspectives, policies and priorities. In turn, ineffective gender integration results in negative implications for national and regional instability and conflict.

The Beijing Platform for Action stresses the importance of national machineries and the need for all parts of government to mainstream a gender equality perspective into their work. The Revised Pacific Platform for Action (PPA) recognizes that the successful implementation of the PPA largely depends on the institutional strength of national women’s machineries and organisations. According to the PPA, although many Pacific Island countries reported specific, targeted expenditures to women and girls in the form of funding of women’s affairs, the national budget allocations ranged from a mere 0.002% to 1%.9

While the PPA recognizes that mainstreaming gender perspectives into budgetary policy is a long-term process, as is the importance of local conditions in shaping and sustaining such processes, it points out that, at present, Pacific Island governments have done little to formulate budgets that are truly gender responsive.10

As noted by the PPA, inadequate funding of national machineries for women and the lack of gender responsive budgets weaken the effective implementation of not only the Pacific Platform for Action, but the Beijing Platform for Action, Millennium Development Goal 3, the Commonwealth Plan of Action and CEDAW.

In order to integrate and institutionalize gender mainstreaming efforts throughout government ministries and departments, the PPA recommends that ‘national machineries for women to be sufficiently financed and resourced with an increased number of professional and technical staff necessary for gender mainstreaming efforts in policy and legislative processes and capacity-building support for other government ministries and departments”11 including the establishment of gender policy and planning units in the offices of the Prime Minister or President, Finance and Planning departments or equivalent policy-making departments.

**Recommendations for further action:**

- Conduct a series of national Gender and Security workshops in the region with members of government to: raise awareness of gender issues and their significance in policies and budgets; promote political will amongst relevant senior officials and politicians to integrate a gender perspective into policies and budgets; and establish effective monitoring and enforcement system of incentives and/or penalties.
- Create a roster of regional and national gender experts available for government positions and potential gender posts.

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10 Opt. cit.n.6
11 Ibid.
Gender Equality in Legal and Human Rights

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):

**Article 15:**
‘States Parties shall accord to women equality with men before the law.’

**Article 2:**
‘States Parties condemn discrimination against women in all its forms, agree to pursue by all appropriate means and without delay a policy of eliminating discrimination against women and, to this end, undertake...to establish legal protection of the rights of women on an equal basis with men and to ensure through competent national tribunals and other public institutions the effective protection of women against any act of discrimination.’

**Article 3:**
‘States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men.’

Biketawa Declaration:

**Principle 2:**
‘Belief in the liberty of the individual under the law, in equal rights for all citizens regardless of gender, race, colour, creed or political belief and in the individual’s inalienable right to participate by means of free and democratic political process in framing the society in which he or she lives.’

**Principle 3:**
‘Upholding democratic processes and institutions which reflect national and local circumstances, including the peaceful transfer of power, the rule of law and the independence of the judiciary, just and honest government.’

The (Revised) Pacific Platform for Action (2004):
‘The Pacific Platform for Action noted that although human rights are enshrined in the constitutions and legislation of PICTs, institutional, attitudinal and social barriers often prevent women from gaining full protection of their legal systems or exercising their legal rights. Cultural beliefs, religious practices and social bias, and a lack of awareness of legal rights hinder the exercise of rights.’ (Para.39)

Access to justice, good governance and rule of law is fundamental to the maintenance of peace and security. Women’s lack of access to justice, weaknesses in upholding the rule of law, lack of gender-sensitivity of law enforcement agencies, weakness in response to violence against women are all evident in areas of the Pacific region. This failure in human security significantly weakens women’s status and destabilizes communities.
The revised PPA does note considerable progress made throughout the Pacific region in recognising gender issues in relation to legal and human rights, acknowledging the legal literacy and human rights strengthening activities of the Regional Rights Resource Team (RRRT), and their work with UNDP to produce a guide to assist Pacific countries with reporting obligations under CEDAW.

However, in a review of CEDAW Legislative Compliance in 9 Pacific Countries UNDP/UNIFEM found that ‘although the Marshall Islands, FSM and its states guarantee men and women the equal protection of the law and Fiji, Kiribati, Samoa and Vanuatu guarantee equality before the law, and finally Tuvalu guarantees freedom under the law, none of the nine countries examined guarantee women equal benefits or outcomes as required by CEDAW.’

**Recommendations for further action:**

- Governments, where appropriate with international assistance, should establish legal aid assistance programmes with effective participation of women’s NGOs working with expertise in this area, to ensure that women not only have access to the judicial process, but also to equal benefits and outcomes as required by CEDAW.

- Strengthen the capacity of women’s non-governmental organizations in the Pacific Island Region to produce detailed and concrete shadow reports reviewing legislation, policies, programmes, administrative procedures and regulations to ensure national compliance with the provisions of CEDAW. They should both submit timely reports to the United Nations on the progress of implementation and be present during the State reports to the CEDAW committee.

- Strengthen the capacity of non-governmental organizations in the Pacific Island Region to undertake the process of producing detailed and concrete shadow reports reviewing legislation, policies, programmes, administrative procedures and regulations relevant to adherence to Security Council resolution 1325. They should submit and widely circulate annual shadow reports to the Office of the Special Advisor on Gender Issues and the Advancement of Women to the Secretary-General in June of each year, in advance of the anniversary of SCR 1325 in October.

- Regional governments should commit to conducting, in partnership with CSOs or development agencies, gender trainings and gender policy development for regional judiciaries and security sectors. Existing women judges and police could participate in exchange schemes to develop gender sensitivity in the law and justice sectors in other PIFS member states.

- Regional governments should commit to increasing the number of female police, discipline force personnel, prosecutors and judges, including international funding for training an increased number of women to take up these roles.

- Regional governments should commit to domesticating international humanitarian and human rights law that protects the rights of women and girls during and after conflict.

3  

Violence Against Women

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):

Article 1:
The term ‘discrimination against women’ shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.

General Recommendation 19 (1):
‘Gender-based violence is a form of discrimination that seriously inhibits women’s ability to enjoy rights and freedoms on a basis of equality with men.’

General Recommendation 19 (6):
‘The Convention in article 1 defines discrimination against women. The definition of discrimination includes gender-based violence, that is, violence that is directed against a woman because she is a woman or that affects women disproportionately. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty. Gender-based violence may breach specific provisions of the Convention, regardless of whether those provisions expressly mention violence.’

General Recommendation 19 (7):
‘Gender-based violence, which impairs or nullifies the enjoyment by women of human rights and fundamental freedoms under general international law or under human rights conventions, is discrimination within the meaning of article 1 of the Convention.’

The (Revised) Pacific Platform for Action (2004):
‘The Conference recognises the devastating effects of violence and sexual violence against women, including an increase in school dropouts, an increase in teenage pregnancies, and increases in alcohol and substance abuse. In short, violence against women is costly in financial and human terms to society, to culture, to public health and to productivity.’ (Para. 50)

Gender-Based violence is one of the largest and most pervasive threats to overall human security. Failing to engage with the causes and consequences of sexual and gender-based violence has long-term implications for sustainable peace-building and development. Gender-based violence not only affects women’s health and well-being, but also impacts their economic status, productivity and ability to claim or defend their rights. When these vital components are missing, the full and effective participation of women in political, economic and social processes is compromised, thereby also compromising national security, peace and development.13

As pointed out in the Pacific Platform for Action violence against women is extremely costly and destabilizing to society, with far reaching impacts on public health, productivity, family life, culture and many other aspects of society.14

13 Opt. cit. n.6
14 Ibid.
The Pacific Platform for Action calls for the elimination of domestic violence to be made a national priority. The Platform notes that, since 1993, there has been progress made including increased donor support for counselling and civil action centres in several Pacific countries based on a model developed by the Fiji Women’s Crisis Centre. Further, a new model for addressing family and sexual violence in PNG adopts a comprehensive and long-term strategy involving government and non-government cooperation. The PPA also notes that has that there has been considerable improvement in some countries in police attitudes toward domestic violence.

According to the recent review of CEDAW implementation in nine Pacific countries ‘All nine countries examined have legislated against sexual assault. PNG in 2003 and the Marshall Islands in 2005 have introduced new sexual assault regimes which, in compliance with CEDAW, include a comprehensive range of offences, graded to reflect the seriousness of the harm to the victim.’

However, despite progress made by the PPA: ‘violence and sexual violence are common occurrences in Pacific Island countries and go largely unopposed because of entrenched cultural or legal norms.’

For instance, sexual assault laws of seven countries in the review were found to fail to provide adequate protection and penalties for the range of sexual violations perpetrated against girls and women. Likewise, common law rules have made it difficult to prosecute sexual assault offenders. And, although the PPA notes progress made in police attitudes toward domestic violence, the review of the implementation of CEDAW in nine Pacific countries found a lack of minimum sentences and mandatory prosecution and that none of the nine countries examined have incorporated domestic violence offences into their criminal laws.

**Recommendations for further action:**

- Build a partnership for collecting disaggregated data on violence against women and perceptions of human security in the Pacific Region.
- In countries where Common Law rules still apply, call for legislation eliminating the requirements for corroboration, proof of resistance, and admission of prior sexual history.
- Regional governments should commit to the incorporation of domestic violence into criminal law.
- Regional governments and CSOs should commit to improving and monitoring the law and justice response to violence against women, including increasing numbers of women judges and police, and improving levels of reporting, and prosecution/conviction rates for reported violence against women.
- Developing community level initiatives for protecting women including women’s safe houses.
- PIF member governments should increase female representation in discipline forces, with a target of 25% by 2009 in police, peacekeeping operations in the region and in regional contributions to extra-regional peacekeeping operations;
- CSOs and governments should co-operate in implementing co-ordinated national awareness campaigns to change attitudes to violence against women. These should include the enlisting of men to speak out to other men about the elimination of violence against women in order to change violent masculine behaviours.
4  Shared Decision-making

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):

Article 7 (b):
‘States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men,... to participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government’

Article 8:
‘States Parties shall take all appropriate measures to ensure to women, on equal terms with men and without any discrimination, the opportunity to represent their Governments at the international level and to participate in the work of international organizations.’

United Nations Security Council Resolution SCR 1325:
‘Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution:

Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict.’ (Para 1)

Biketawa Declaration:

Principle 1:
‘Commitment to good governance which is the exercise of authority (leadership) and interactions in a manner that is open, transparent, accountable, participatory, consultative and decisive but fair and equitable.’

Principle 2:
‘Belief in the liberty of the individual under the law, in equal rights for all citizens regardless of gender, race, colour, creed or political belief and in the individual’s inalienable right to participate by means of free and democratic political process in framing the society in which he or she lives.’

The (Revised) Pacific Platform for Action (2004):
‘The Pacific Platform declares that women’s input into decision-making is imperative for appropriate, sustainable development for families, communities and Pacific Island countries and territories.’ (Para.43)

The participation of women in political and public decision-making in government and their full involvement in all efforts in the maintenance of promotion of peace and security is a requirement for sustainable human security that has been internationally recognized by United Nations Security Council resolution 1325. UNSCR 1325 urges Member States to ‘ensure increased representation of women at all decision making levels in national regional and international institutions and mechanisms for the prevention, management and resolution of conflict.’
Women in the Pacific Region are largely absent from official negotiating tables. By incorporating UNSCR 1325 into the revised PPA, Pacific Governments further affirmed the need for active participation of women, and the incorporation of women’s perspective at all decision making levels to assist in achieving the goals of equality and peace. However, the revised Pacific Platform for Action recognises that while women have been active in promoting peace, conflict transformation and mediation, they still remain the ‘missing faces’ from the official negotiating tables, including the Eminent Persons Groups that are convened by PIFS to respond to crises in the region. Pacific women, many of whom are significant agents for peace, tend to be frozen out of higher level peace negotiations.

UNSCR 1325 recognizes that women’s ‘full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security.’ A lack of representation of women and women’s advocates in government and positions of power results in the absence of women around negotiation tables as well as a lack of gender-balanced outcomes, policies and laws. Representation of women, and considerations of gender when formulating policies and priorities is necessary to ensure inclusive and sustainable approaches to peace, security and development.

The Pacific Platform for Action acknowledges that the participation of women ‘at all levels of decision making in a country are determinates of a supportive gender equality enabling environment.’ The PPA notes that in general, women are still largely underrepresented in government, noting that only Guam has achieved the target set by the UN Economic and Social Council of 30% women at decision-making levels of government. As the review of the implementation of CEDAW in Pacific countries notes, a successful initiative toward the goal of shared decision-making was noted in Samoa - the first Pacific country to establish a parallel system of local government representation for women.19

Local political systems or decision-making structures – whether municipal council elections, provincial or district level decision making structures – are a critical entry point for women, especially women in rural communities, to contribute to decision making for both local and national development agendas. It is also at this level that women are better able to contribute to early warning systems.

Recommendations for further action:

- Regional governments should introduce quotas in order to raise women’s participation.
- CSOs and international actors should provide leadership training aimed at government officials/parliamentarians: on the practical and policy implications of including women in decision-making positions. This could also be an opportunity to raise concerns about policy implications of ‘non-action’ in relation to human security priorities, including gender-based violence.
- Regional governments should commit, when negotiating and implementing peace agreements, to the adoption of a gender perspective including:
  - Measures that involve women in the creation and implementation of peace agreements;
  - Measures that support local women’s peace initiatives;
  - Measures that ensure the protection and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, police and judiciary; and
  - The special needs of women and girls during resettlement, repatriation and rehabilitation, reintegration and post-conflict reconstruction.

19 Opt. cit. n.6


5  

Culture and the Family

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):

Article 16:
‘States Parties shall take all appropriate measures to eliminate discrimination against women in all matters relating to marriage and family relations.’

Article 5 (a):
To modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women.

Article 5 (b):
‘States Parties shall take all appropriate measures to ensure that family education includes a proper understanding of maternity as a social function and the recognition of the common responsibility of men and women in the upbringing and development of their children, it being understood that the interest of the children is the primordial consideration in all cases.’

Article 2 (f):
States Parties shall take all appropriate measures to including legislation, to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women.

Biketawa Declaration:
‘The Forum must constructively address difficult and sensitive issues including underlying causes of tensions and conflict (ethnic tensions, socio-economic disparities, lack of good governance, land disputes and erosion of cultural values).’

The (Revised) Pacific Platform for Action (2004):
‘The Conference recognises that the family is the most important unit in Pacific Island society, and notes the growing concern about the breakdown of family support structures.’ (Para.58)

The Biketawa Declaration specifically identifies socio-economic disparities and changes in cultural values as potential underlying causes of tensions and conflict. Entrenched socio-economic disparities are rooted in existing discriminatory family and personal laws, regulations, customs and practices. The gender implications of these disparities and values have the potential to create sources of conflict and instability which must be addressed within any comprehensive human security framework.

Any comprehensive approach to human security also recognizes that women in the Pacific, as elsewhere, are not homogeneous – they may not always share the same values, traditions, cultures, class or rights within the family and society. As such they are affected by family and culture differently.

Although there is considerable diversity regarding the relative empowerment of men and women in the Region (for example in terms of inheritance and intermarriage practices), there is a general dominance of patriarchal cultures and customs in Pacific societies and discipline forces, that reinforces and maintains the systemic inequality of women, norms of domestic violence, as well as male control over community, local and national affairs.
Article 16 of CEDAW obligates States Parties to eliminate discrimination in family and personal laws including marriage, separation, divorce, child custody, property division, paternity and inheritance. However, the CEDAW review of nine Pacific States found that the application of the indicators in this area revealed low compliance in all. The review also found that each constitution in the nine Pacific countries gives constitutional status to custom law, with none containing a guarantee that equality law will take precedence over custom law.

Further, the PPA recognises that violence against women is a significant ongoing issue for Pacific countries and that ‘violence and sexual violence are common occurrences in Pacific Island countries and go largely unopposed because of entrenched cultural or legal norms.’

Women in the Pacific are diverse and are affected by discrimination and discriminatory laws, policies, customs and practices in different ways. The experiences of indigenous women and girls as well as ethnic minorities are compounded by both public and private spheres where they often face an additional layer of violence, widespread discrimination, poverty, cultural marginalization, and lack of access to natural resources and legal rights. Indigenous women and ethnic minorities also face powerful cultural contradictions between group rights and traditions and universal norms.

Changes to social and economic life also impacts women in relation to culture and family. The PPA contends that ‘urbanisation, monetised economies and changing values have contributed to a trend toward nuclear families with a proportional weakening of kin relations. Approximately 30% of the population in Pacific Island countries now live in towns, whereas only twenty years ago the number was less than 10% in most countries.’ The PPA recommends the ‘promotion and strengthening of family life education where men and women are encouraged to share the commitment, responsibilities, decision-making and duties of raising a family and caring for the elderly, persons with disabilities and with other special needs.’

Without effective application of family and personal law and without establishing and upholding a guarantee that equality law will take precedence over custom law, socio-economic goals such as shared decision-making, prevention and protection from gender-based violence and women’s participation in the economy and political life become very difficult to achieve. These disparities create serious obstacles to equality, development, peace and security.

**Recommendations for further action:**

- Conduct an in-depth study with indicators, in partnership with regional theological and faith based institutions into the effects of culture, family, tradition and religion on women’s human security in the Pacific.
- Advocate for law reform so that equality under the constitution will take precedence over customary law. Establish legal assistance centers to help women know the law and seek justice.
- CSOs and Governments should address disparities and changes in cultural values through training and outreach, particularly to tackle the pervasive acceptability of violence against women in Pacific Island culture.

20 Ibid.
21 Ibid.
6 Peace and Justice

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):

Article 1
For the purposes of the present Convention, the term ‘discrimination against women’ shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.

Article 15
States Parties shall accord to women equality with men before the law.

United Nations Security Council Resolution SCR 1325:
Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution. (Preambular)

Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict. (Para 1)

Biketawa Declaration:

Principle 3:
Upholding democratic processes and institutions which reflect national and local circumstances, including the peaceful transfer of power, the rule of law and the independence of the judiciary, just and honest government.

Principle 7:
Recognising the importance of averting the causes of conflict and of reducing, containing and resolving all conflicts by peaceful means including by customary practices.

The (Revised) Pacific Platform for Action (2004):
Recent conflict situations in some of the Pacific Island countries have affected women and children more negatively than other sections of the society. Experience of women and girls in situations of armed conflict, which is intricately linked to their status in society, is that, despite women’s continued role in peace making and social maintenance before, during and after situation of conflict at the community level, women have usually been marginalised in formal peace processes. (Para. 113)

The United Nations Security Council recognizes that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of peace and security.
PPA recognizes that ‘in times of armed conflict, human rights violations are frequent. Often these violations disproportionately affect women and children. Since 1993, three Pacific Island countries have experienced violent conflicts: Papua New Guinea, Solomon Islands, and Fiji. Women played an instrumental role in the peace-making process in Bougainville, and in the Solomon Islands. The Fiji National Ministry of Women was consulted during the process of Fiji’s National Defense Review in 2000, through the Women, Peace and Security Committee and the National Council of Women also made a submission.’

However, as the PPA indicates, despite women’s continued role in peace making and social maintenance before, during and after situation of conflict at the community level, women have usually been marginalised in formal peace processes.’

Under CEDAW women are guaranteed equal protection before the law and all discriminatory laws must be amended. The goal of CEDAW is de facto or actual equality, thus laws and policies must take into account past discrimination, including the disparate impact of conflict on women. Access to justice and redress for gender-based violence is a key component to ensuring peace, reconciliation and stability in society. Until discriminatory laws are removed and compensation for past discrimination is provided women will not have true access to justice nor be able to exercise full participation in society and governance.

**Recommendations for further action:**

- Building on the recommendations of the PPA, recognise and enhance women’s inclusion in early warning systems, conflict prevention peace processes and negotiations and post conflict reconstruction.

- Building on the recommendations of the PPA, recognise the need to address the processes of peace and justice in decision-making and conflict resolutions.

- PIFS should:
  - building on the recommendations of the PPA, utilise the provisions under the Biketawa Declaration to proactively monitor national security situations with a view to averting potential conflicts and resolving possible conflicts by peaceful means.
  - Ensure increased representation of women at all decision-making levels in regional institutions and mechanisms for the prevention, management, and resolution of conflict.
  - Develop guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures.
  - Develop mechanisms and commitments for protecting civilians, including women, in times of conflict and breakdown of law and order.

- PIF member governments should
  - Include more women in the military, civilian police, human rights and humanitarian personnel.
  - Ensure increased representation of women at all decision-making levels in national institutions and mechanisms for the prevention, management, and resolution of conflict
  - Ensure standards are adopted at the national level on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, and ensure that these elements, as well as HIV/AIDS awareness training, are incorporated into national training programmes for military and civilian police personnel in preparation for deployment.
- Tackle impunity and prosecute those responsible for crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and exclude these crimes from amnesty provisions.
- Address the phenomenon of child participation in conflict systematically wherever it occurs throughout the region, and do everything within their power to eliminate the practice wherever it occurs.

- The Coalition should:
  - Monitor progress towards and advocate on the above policies and practices;
  - Ensure that training is provided on the Geneva Conventions and other international instruments setting out the laws of war and the entitlement of civilians to special protection to discipline forces in the region as well as, where possible, armed groups involved in regional conflict or violence.

7 Environment, Land, Resources and Housing

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):

Article 14 (1):
‘States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas.’

Article 14 (2):
‘States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right.

The (Revised) Pacific Platform for Action (2004):
‘Recognise and utilise the critical role and knowledge of women in environmental management and development, and [...] recognise and address the long term environmental effects and threats of military and mining-related activities.’ (Para.62)

The (Revised) Pacific Platform for Action (2004):
‘The Conference calls on governments to uphold the identity and rights of indigenous peoples, especially the rights of women, in the development process and particularly intellectual properties and copyright protection of their creative arts.’ (Para. 71)

Productive management of resources and greater productivity leads to gains in overall human security and reduces the potential of violent conflict. However, women’s limited access to and control over resources, insufficient purchasing power and lack of tenure and ownership of land impacts sustainable development and security.

The United Nations Environment Programme (UNEP), recognizes that, ‘As the majority of the world’s poor, women play decisive roles in managing and preserving biodiversity, water, land and other natural resources, yet their centrality is often ignored or exploited. This means that a chance for better management of those resources is lost, along with opportunities for greater ecological diversity, productivity for human sustenance and economic development.’
Women’s ability to exercise control over environment-related decisions such as harvesting and cropping methods, allocation of benefits including income, and conservation and environmental regeneration operations is, to a large extent, determined by their position in the family and political participation.

The PPA recognizes the poor management of natural resources as a source of conflict in the Pacific region and encourages further examination for options for natural resource management in the context of peace building and conflict prevention. The Consultation notes that only one third or more of people employed at decision-making levels in environmental offices are women. It also notes that in the past decade there has not been much research on women’s indigenous knowledge, resource management and environmental preservation.

It is further noted that women are actively involved in many national, regional and international environmental civil society organisations in the Pacific. ‘The South Pacific Regional Environmental Programme (SPREP) works at the regional level. SPREP has a policy to mainstream gender in its operations, and to target women if the environmental issue is associated with women’s occupational specialisations.’

**Recommendations for further action:**

- Conduct research that includes the study of environmental impacts on women.
- Review and harmonise existing legislation, policies and practices to ensure women’s equal participation in natural resource management strategies, including in particular in the development, implementation and monitoring of development projects.
- Ensure that all relevant CROP agencies incorporate gender sensitive/inclusive indicators and practices to enhance women’s participation in decision making in this sector.
- Measures should be taken to increase women’s say in the sustainable use of community resources and land.
- Family planning education should be prioritized to ensure women’s right to choose the size of their families and to address the long term pressure population growth, at current rates, will place on the stability of many Pacific Islands Forum member states.
- National legislation should guarantee women’s equal right to own property.

**GENDER EQUALITY IN ACCESS TO SERVICES**

**8 Health and HIV/AIDS**

**Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):**

**Article 12:**

‘States Parties shall take all appropriate measures to eliminate discrimination against women in the field of health care in order to ensure, on a basis of equality of men and women, access to health care services, including those related to family planning.’

The maintenance of human security is linked to population health. Women’s specific health care needs, particularly reproductive, sexual and family planning health care needs have profound implications for their effective participation in political, economic, educational and social spheres and family life as well.
as their ability to avoid or overcome poverty. Further, negative impacts on women’s health and lack of attention to their specific health needs and rights, particularly availability of family planning, creates a destabilizing domino effect which results in wider instability inside of families and communities.

The lack of access to or provision of a range of health care services and rights, protection from gender-based violence, and inability make independent health choices contribute to an increase in women’s vulnerability to sexually transmitted diseases, especially as HIV/AIDS.

The review of CEDAW implementation in nine Pacific countries reveals that, although all Pacific Island countries provide family planning services, access to services varies. Abortion, for instance, is prohibited in all Pacific Island countries.

The PPA recognizes HIV/AIDS as a prime health issue and acknowledges that ‘there is, in fact, a direct and reciprocal relationship between increased vulnerability to HIV/AIDS and decreased human security. Different social roles and expectations for women and men, some of which are rooted in culture, decrease security and heighen vulnerability both to HIV infection and other social and economic impacts of the disease. Alcohol abuse, cultural and gender inequalities including denial and lack of knowledge about HIV/AIDS, the prevalence of violence and sexual violence against women, and inequality of social and economic status increase women’s vulnerability to HIV/AIDS.’

The spread of HIV/AIDS is on the rise in the Pacific. Entrenched gender inequalities, such as women’s lack of empowerment vis-à-vis sexual partners, affects their ability to negotiate contraceptive choices and to refuse sex. This significantly reduces women’s ability to protect themselves against HIV/AIDS. The phenomenon of widespread sexual violence, including rape, has worrying implications for the spread of HIV/AIDS. The spread of the disease in the Pacific has deadly and costly impacts that threaten to undermine the very fabric of society, such as leaving children parentless, which in turn will increase the poverty and marginalisation of children and youth – already a key threat to stability in the region.

**Recommendations for further action:**

- Closely monitor health reforms and the social impacts on women and their families by National Women’s Machineries, paying specific attention to women with disabilities who often face double discrimination and challenges.
- Strengthen the linkage with national and regional health / HIV-AIDS policy to address the linkage between women’s vulnerability to HIV/AIDS as a result of violence, poverty, etc.
- Ensure greater equality for women in accessing health services.
- PIFS and PIF member governments should adopt comprehensive regional and national HIV/AIDS strategies.
- PIF member governments, with regional and/or international assistance, should implement strategies to tackle GBV in the worst affected localities.
9 **Education**

**Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):**

**Article 10:**

‘States Parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure, on a basis of equality of men and women’:

**The (Revised) Pacific Platform for Action (2004):**

‘The first PPA goal for education is to ensure gender equality at all levels, including selection for training programmes and the allocation of scholarship awards.’ (Para 82)

Education is fundamental to human, economic and social progress and stability – not only in that secondary and higher education and training of men and women results in increased productivity and employment, but socially responsible education can also play a large role in creating a culture of non-violence. The incorporation of peace education and promotion of a culture of non-violence and respect for the principles of equality in educational systems can create a radical shift in human security of future generations.

Education and training of women is a critical area of concern in both platforms for action. Achieving universal primary education is the second of the Millennium Development Goals. Article 10 of CEDAW requires state parties to take all appropriate measures to eliminate discrimination against women in order to ensure that women have equal rights with men in the field of education.

The PPA has found that, in the past decade, steady progress has been made in most Pacific countries toward this goal.23

**Recommendations for further action:**

- Building on PPA, Governments called to develop a gender policy and plan of action for their Departments of Education and to review school curricula and textbooks to ensure they are free of negative gender stereotyping.
- Governments and CSOs partnerships should work in partnership to provide peace education and anti gender-based violence education to build respect for equality and non-violence for children and youth.
- Government incorporation of training guidelines and materials on the protection, rights and particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building initiatives, as well as HIV/AIDS awareness, into national training programs for military and civilian police in preparation for deployment, as mandated by UN Security Council resolution 1325.

23 Ibid.
10 Women’s Economic Participation

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):

Article 11:
‘States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights.’

Biketawa Declaration:

Principle 4:
‘Recognising the importance and urgency of equitable economic, social and cultural development to satisfy the basic needs and aspirations of the peoples of the Forum.’

The (Revised) Pacific Platform for Action (2004):
‘More attention to gender sensitivity is needed both in the collection of data on labour force and economic information and in its statistical analysis to allow monitoring of the PPA.’ (Para 89)

Women’s effective economic participation is hinged to a range of existing human security priorities – education, shared decision making, participation in political life, culture and the family, gender equity in legal and human rights, health, environment, access to resources and peace and justice. Women’s effective economic participation in and contribution to the strengthening of national and local economies – and thereby the strengthening of communities and families - provides increased national and regional stability. It has been widely observed that women use their income to the direct benefit of their families and wider community.

Political instability resulting from conflict creates economic disadvantage for women which often results in displacement, which is difficult to recover. Unstable economic situations for women increases the likelihood that they encounter violence in their day to day lives.24 Women from civil society in Fiji, for instance, spoke about violence against women and the political upheavals of May 2000 - the civilian coup - literally in the same breath. It became evident that many saw a strong correlation between the continuing fact of violence at the national level - the idea that Fiji was stuck in a ‘coup cycle’, unresolved intercommunal tensions, rising poverty levels - and violence between men and women at the micro level.’

In order for women to be participating and contributing most productively in economic life, a gendered analysis and response to their specific needs and priorities in the labor force must be addressed. Labor force data must also be collected and analysed in a way that takes into account the political climate and women’s differential labor contributions. The PPA points out that ‘although labour force data is available for all countries it is difficult to make regional overviews and comparisons because of different ways information is collected and analysed. For example, the significance of women’s contributions to the informal sector may not always be recognised. Even simple differences in the way ‘work’ is defined or the way census questions are asked impact on the results. More attention to gender sensitivity is needed both in the collection of data on labour force and economic information and in its statistical analysis.’25

25 Opt. cit.n.6
Specific restrictions on women’s work and lack of provision for balancing work and motherhood result in a human security risk that places individual and family livelihoods, health and well-being in jeopardy. For instance, in the review of nine Pacific countries, six of the nine countries examined restrict women’s employment choices banning them from night work. In the area of maternity leave, the review found that the public service sectors of all nine countries ‘offer more generous allowances than the minimum standards granted in the private sector. However, none of the countries examined meet the standards of 14 weeks paid maternity leave recommended by CEDAW and the International Labour Organisation (the ILO recommends a period of 14 weeks maternity leave and CEDAW recommends that it be paid)...Often, the review found that conditions are ‘insufficient to enable breastfeeding mothers to balance the needs of young children with the demands of work.’

Women’s economic participation has implications for their access to and control over resources, purchasing power, tenure and ownership of land. It also other has far reaching implications for their status and decision-making in the family, social spheres, participation in political life, ability to claim and defend their rights, self-esteem, and can extend to the well-being of families and communities.

The availability of resources for women’s economic empowerment and development, however, is essential. Such resources can assist individuals with their own responses to earning income and can also ensure that issues relating to the environment of rural dwellers and subsistence-based households are sustained - such as women and fisheries.

Women’s economic participation and its relationship to human security also have ties to global forces such as trade negotiations and liberalisation. The PPA recognizes, ‘For Pacific women, trade liberalization will bring new economic opportunities as well as job losses in agriculture, manufacturing and fishing particularly employment opportunities in these industries, but there are negative effects of globalisation as well including the risk of reduced family food crops as they are replaced by employment in cash crop industries. Regional trade Agreements provide tools to respond to and address the implications of globalisation on Pacific economies and should be encouraged to mainstream gender into government policies to address food security and health issues and other social problems relating to women.’

**Recommendations for further action:**

- As pointed out by the PPA, more attention to gender sensitivity is needed both in the collection of data on labour force and economic information and in its statistical analysis.
- Ensure women are able to access micro and macro level assistance for their desired economic activities, with particular support to women’s participation in income generating activities in rural areas and in disadvantaged households as well as in women-headed households.
- Building on the PPA, encourage the Forum Secretariat Gender Adviser to jointly collaborate with other relevant agencies to conduct gender impact studies of trade liberalisation under instruments such as PICTA and EPA and monitor the gender implications of trade agreements including those under negotiation, with a view to addressing negative impacts on women’s livelihoods and status, specifically the impacts of tariff revenue losses, job losses, land registration/privatisation and liberalisation of utilities, health and education.
- Building on the PPA, mainstream gender issues and concerns into trade negotiations and discussions and delay making further trade liberalisation commitment without substantive consultation with countries and territories.
Poverty

**Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):**

**Article 3:**

‘States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men.’

Poverty is a key driver of regional and national insecurity. Often, women are among the most impoverished and disadvantaged part of the population. The PPA notes ‘that in the last decade poverty has worsened in some Pacific countries, and within countries, poverty has increased among certain disadvantaged groups including single mothers, and women and youth.’

The poverty among women is a serious security risk as it is not only an indication of lack of gender equity, but signals potential breakdown of or non-existence of egalitarian social structures, democracy and good governance.

The PPA points out that poverty may be measured in a variety of ways but often the information that is necessary for these indicators does not exist for most Pacific Island countries. Further information must be disaggregated by sex to allow comparisons between males and females.

**Recommendations for further action:**

- Women’s organisations should contribute to monitoring of poverty as an insecurity factor in Early Warning. Poverty reduction and access to opportunities should be the priorities tackled by targeted interventions in areas assessed to be threatened by insecurity or emerging from conflict related to unemployment and low levels of development.
BACKGROUND PAPER II

HUMAN SECURITY IN THE PACIFIC

WORKSHOP ON CIVIL SOCIETY AND HUMAN SECURITY,
UNDP PACIFIC CENTRE AND CITIZENS’ CONSTITUTIONAL FORUM,
NADI, FIJI
25-26 APRIL, 2007

Professor Vijay Naidu,
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Foreword

This is a draft discussion paper on the concept of Human Security and its relevance to Civil Society in the Pacific for the Workshop on Civil Society and Human Security. Its main objectives are: first, to highlight the very significant shift from ‘security’ being perceived as the survival of the state to ‘security’ being broadened to mean the survival or people and their communities; and second, to stimulate discussion on the role of Pacific civil society groups in this wider conceptualization of security. Threats to human security are a mixture of previously known threats as well as some that are completely new. Together they increase the vulnerability of Pacific islands people and communities. It is envisaged that the Workshop deliberations will help formulate a civil society advocacy agenda document for presentation to the Pacific Islands Forum Regional Security Committee (FRSC). Particular attention is given to the role of civil society in establishing human security, in partnership with government, regional and international institutions.

It has been increasingly recognized that achieving satisfactory levels of human security requires the involvement of wider civil society. Local groups and communities, women and youth, formal and informal organizations need to share their knowledge and experience of risks and threats to their well being and how best these can be prevented and mitigated. Their expectations about the role of various agencies such as community leaders, local and central government officers and the extent of their own capacity and preparedness need to be shared. This will help move Pacific people to a more clear sighted perspective on the risks and threats that affect their human security and possible ways of dealing with them at the individual, family, local community, national, regional and international levels.

Introduction

Pacific island communities have survived and sustained themselves over several millennia by giving due regard to the multiple dimensions of what is being conceptualized as ‘human security’. Human security focuses attention on the wide ranging security issues that affect people as individuals and communities and threaten safe and relatively secure living, and the ways of tackling them. With the integration into the world economy brought about by colonialism, and in the contemporary period of globalization, the challenges to human security have significantly increased and have become more complex. There are many internal and external threats to human security and often external factors
generate internal changes that may have significant consequences for a Pacific Island country. Human Security is defined as a holistic approach to dealing with the range of threats that affect individuals and communities. In this sense it means achieving freedom from want and freedom from fear. Freedom from want is mainly achieved through employment and meaningful livelihoods. People are able to meet all their basic needs including food and shelter as well as access education, health and social security services provisioned by the state through appropriate public policies and institutions.

Freedom from fear means that they are protected from crime and violence, intrusive and predatory actions of the state, and are able to participate in decision making bodies and freely choose representatives to those bodies which make decisions that affect their lives. Human security denotes therefore the elimination of poverty and the empowerment of people to meet a range of challenges to their security. It involves the participation of various actors including the state in anticipating and preventing insecurities, alleviating their impacts and in the longer term, rehabilitation of affected people and communities. It also involves the empowerment of people in Pacific island countries (PICs) to take pro-active measures and also to demand such measures to keep their communities safe from insecurities.

Human security therefore focuses on both recognizing the threats to security and how best to deal with them whilst enhancing human development and human rights.

**Security Threats in PICs**

The Pacific Island Forum Secretary General has provided a reasonably comprehensive list of threats facing PICs:

‘Forum Island Countries are faced with a wide variety of security threats. These range from natural disasters, environmental degradation, climate change and rising seas to food shortages and, in broad terms, the challenges of globalization. Economic reform strategies which involve, for example, downsizing the public sector and privatization will, if not properly sequenced, managed and implemented, have social impacts-unemployment and increasing urban poverty for example-that can become a source of security threats. Many more people die from and are threatened by poverty, hunger and disease, and natural and environmental disasters than they are by wars or terrorism in this region’ (Pacific Plan The Way Forward).

The use of local resources for ‘national development’ in a less than transparent and equitable manner, the presence of strangers in territories claimed by resident ‘indigenous’ groups, competition over land and jobs, the destruction of natural habitats for subsistence livelihoods, the lack of participation by local communities in decision making about the use of their resources, and the use of repressive measures by state power holders against those who protested their legitimate concerns have caused conflicts in a number of island states.

As very small and non-competitive producers of raw materials, these island states are extremely vulnerable to fluctuations in commodity prices. Most are heavily dependant on one or two commodities. They are price takers rather than price makers. They are producers of (much) that they do not consume and consumers of (much) that they do not produce. Human capital loss is a major concern for some of them. They are variously subject to a full range of natural hazards such as cyclones, droughts, flooding and tidal surges, earthquakes and tsunamis as well as volcanic activities. Brindley (2004) discusses
three different vulnerability indexes which show that PICs are amongst the most vulnerable countries in the world. A composite vulnerability index that takes account of a country’s openness (export dependence), lack of economic diversification and its susceptibility to natural disasters to measure vulnerability places Pacific Island Countries (PICS) and other small island states amongst the top 30 of the most vulnerable countries out of 111 countries. ‘Vanuatu is ranked the most vulnerable of any of the 111 states; Tonga comes in 3rd, Fiji 8th, the Solomon Islands 11th, Samoa 20th, Papua New Guinea 30th, and Kiribati 59th ….’ (Brindley, 2004, p.23).

As if economic vulnerability and natural hazards are not enough to deal with, ‘man made’ disasters abound. These include lack of accountability by state power holders, serious shortcomings in the rule of law, public finance mismanagement, outright corruption and military intervention in democratic processes. In a number of the largest countries, security forces have become the primary sources of insecurity.26 Poor leadership and lack of vision and appropriate public policies together with the processes of peripheral capitalism have led to growing social inequality and poverty. In the larger island countries significant numbers of children do not attend schools as these are not accessible or affordable. The lack of opportunities for gainful employment and amenities for recreational activities have spawned counter cultures of delinquency, crime and drug abuse amongst unemployed young men and women.27 Sexually transmitted diseases and HIV/AIDS are becoming widespread. Idle young men have provided the foot soldiers for unscrupulous leaders in Fiji, Papua New Guinea, Vanuatu and the Solomon Islands. Domestic violence and violence against women and children is widespread. In Papua New Guinea, Bougainville and the Solomon Islands weapons including guns have aggravated injuries and mortalities in conflicts between groups.

For much of the last two decades PICs have experienced stagnating and even periodically declining rates of economic growth even though on per capita terms a number of countries and the region as a whole have the highest development assistance flows.

‘Despite the size of these aid flows, real per capita growth rates over the period have been disappointing. The average for the Pacific over the 20- year period to 2001 was 0.8 per cent per annum, compared to 1.1 percent for the rest of the world. However, the last decade has been even worse, with the Pacific averaging a contraction of 0.1 per year, compared to the world average of 1.4 per cent growth’ (Brindley, 2004, p. 4).28

Despite this high level of capital inflow, it is anticipated that Oceania will lag behind with Sub Saharan African in achieving the Millennium Development Goals by 2015. These include reducing by half the number of people in extreme poverty and hunger; universal education and gender equality in access to higher education, wage employment and proportion of seats in parliament; reducing child mortal by two thirds; reducing maternal mortality by 75 per cent; combating HIV/AIDS, malaria and other disease; ensuring environmental sustainability (reverse loss of environmental resources, halve the number of people without access to safe drinking water and improvement in lives of slum dwellers). While PICs statistics with respect to these goals and indicators are distorted by the Melanesian countries in general and Papua New Guinea in particular with almost three quarters of the population, it is never-the-less a sobering reminder of a paradise lost.29

26 The ethnically exclusive Fijian military has engaged in four military coups undermining democratic electoral outcomes; the Solomon Island police was involved in the 2000 coup which overthrew Prime Minister Bart Ulufa’alou’s government; the Papua New Guinea and Vanuatu security forces have mutinied periodically.

27 Region wide there is only one job for every seven persons looking for employment (Pacific Regional Strategy Paper 2002-2007, p.22).

28 The heavily remittance dependent economies of Samoa and Tonga have experienced growth. Samoa has engaged in the reform process most consistently and has shown annual growth rates over the last five years. With the collapse of its squash exports, Tongan economic prospects are not positive.

29 HIV/AIDS has spread over virtually all PICs but the situation in Papua New Guinea is especially worrying with an estimated 40,000 HIV positive cases. These illnesses, such as malaria, TB, respiration and infectious diseases remain significant threats in Melanesia. Life-style diseases such as diabetes and cardiovascular problems have become rampant in Micronesia and Polynesia.
Global warming is likely to have a disproportionate effect on atoll states such as Kiribati, the Marshall Islands and Tuvalu. It will have consequences for all island countries further reducing the ability of their people to literally keep their heads above water. They will suffer from salt water inundation with rising sea levels - the consequences of activities in the industrialised world. The question is will the latter take responsibility.30

These natural, socio-cultural, economic and political problems and hazards comprise the security threats that can, and do affect human development and human security in PICs. To prevent these threats and mitigate their consequences the ‘human security framework’, which is an integrated approach based on partnership of civil society organisations and the state, and with regional and international institutions is intended to provide a comprehensive safeguard that seeks to empower power people.


This new partnership approach to human security is a significant paradigm change shift from the state-centric model of security that emerged over the last few decades. In this approach security was defined narrowly as threats to the survival of the state. These were perceived as emanating mainly from external sources. They included cross-border issues, possible military invasion, and Distant Water Fishing Nations’ fleets poaching in our EEZs. Political instability was considered to be a significant internal threat to the state. This was a factor in the authoritarian approach towards advocates of human rights and social justice. The human security paradigm sees security much more broadly as the survival and safety of people and their communities. There are numerous threats to human security which require a holistic approach bringing together a range of actors to collectively and individually deal with the causes and sources of insecurity.

‘Human security is concerned with safeguarding and expanding people’s vital freedoms. It requires both shielding people from acute threats and empowering them to make changes of their own lives. Needed are integrated policies that focus on people’s survival, livelihood and dignity, during downturns as well as prosperity’ (UN Commission on Human Security, 2003, iv).

The Pacific Plan (2005) accepts this broader notion of security as ‘the stable and safe social (or human) and political conditions necessary for, and reflective of, good governance and sustainable development.’

The Aitutaki Declaration on regional security cooperation (1997) referred to the region’s ‘vulnerability to natural disasters, environmental damage and unlawful challenges to national integrity and independence’ and reaffirmed a commitment to a ‘...comprehensive, integrated and collaborative approach to maintaining and strengthening current mechanisms for cooperation among members in dealing with threats to the security, broadly defined, of states in the region and of the region as a whole’.

The Biketawa Declaration of 2000 identifies a range of ‘difficult and sensitive issues including underlying causes of tensions and conflict’ (ethnicity, socio-economic disparities, and lack of good governance, land disputes and erosion of cultural values). These issues impinge on human security at the local and national levels in virtually all PICs. It has been pointed out that none of the national security assessments conducted by the Pacific Islands Forum Secretariat in the period 2000-2004 considered external threats as endangering Pacific states (Hassel, 2006). However, it is noteworthy that rising sea level as a consequence of global warming seriously threatens both livelihood in atoll states and the very survival all island communities living in coastal areas.

30 Australia sided with the United States in downplaying the environmental impacts of human activities and sought to dilute the Kyoto Protocol much to the chagrin of PIC representatives.
The Nasonini Declaration on Regional Security (2002) reinforces the compact amongst Forum member countries to cooperate on law enforcement made in the Honiara Declaration (1992) and proceeds to highlight the need for national and regional efforts to introduce legislation and develop national strategies to combat serious crime including money laundering, drug trafficking, terrorism and terrorist financing, people smuggling, and people trafficking in accordance with international requirements in these areas, taking into account work undertaken by other bodies including the UN and the Commonwealth Secretariat.

This declaration is largely ‘state-centric’.

**Human Security Framework**

**What can CSOs do?**

The human security framework significantly broadens our recognition of the number and variety of threats that individuals and their communities face in achieving secure and safe living. It is for this reason that the outlook on security is more comprehensive and complex and reliant on multiple partners. It is recognised that human security requires an integrated approach that brings together civil society and the state. Civil society organizations comprise the more traditional community and faith-based entities, NGOs, business groups, trade unions, ethnic and cultural associations. Their role in social, economic, political and environmental spheres can not be overestimated. CSOs are involved in food security and livelihood related activities, they provide education, health and social services as well as seek sustainable development. They settle disputes, mediate and resolve conflict and fire fight outbreaks of various forms of violence and contribute positively to peace building. The work of civil society groups enhances social capital.

With men, women and children more informed about all aspects of human security, their rights and responsibilities and their entitlements as citizens, they are likely as individuals and as members of CSOs to take initiatives to protect themselves from threats and make informed choices about options available to them on matters affecting their human security. They would be better able to hold duty bearers at all levels to account on their security. CSOs are well placed to mobilize people and their resources to enhance their safety and security.

In sum therefore CSOs can play vital roles in generating, promoting, maintaining and taking action on information and action programmes to enhance human security by themselves and as a valued partner of state institutions and development agencies.

**What could CSOs do in partnership with government and development agencies?**

CSOs are to be found in nearly all areas of Pacific island societies and as recognized partners of government and development agencies can make an enormous and effective contribution towards efforts to strengthen human security. It is critical that their increasingly indispensable role be recognized. Clearly there are multiple and varied threats to human security that can be dealt with at different levels – individual, family, community, national, regional and international. CSOs can be a significant intermediary connecting individuals, families and communities to government and international organizations.
Second, CSOs can be the vehicles through which individuals and communities can express their concerns about security and how best to tackle them. They can help articulate local knowledge about risks faced by people and their communities. The vulnerability of individuals are likely to differ depending on their age, gender, class, place of residence, ethnicity, tribal and religious affiliation. Partnership with CSOs are likely to keep government and development agencies better informed about the nature of threats faced by groups of people and provide appropriate measures and support for them. Often complex cultural values and institutions affect people’s behaviour and relationships, CSOs using their intimate relationships and participatory engagement are better placed to gather the motivating factors that influence people’s behaviour and affect their relationships.

Third, to be more pro-active and effective CSOs would need to be better resourced. Depending on priorities that are agreed on a participatory and consultative basis, government and development agencies could make more resources (funds, equipment and information material) available for CSO use. This is likely to result in more effective use of the pool of resources available to a PIC.

Fourth, related to better resourcing of CSOs is the need to build their capacity. This is a critical need that if met, will increase their effectiveness to achieve the objectives they set for themselves. There is scope for the acquisition of more knowledge and skills training in leadership, negotiation and mediation skills, conflict prevention and conflict resolution, research and advocacy, organizational management, accounting and keeping records as well as ICT and networking. In this regard, CSOs can share information and experiences which are likely to broaden knowledge and strengthened capacities to respond to community needs.

Fifth, CSOs can assist in monitoring and evaluating projects and programmes with respect to enhancement of human security. In this capacity, CSOs can contribute better in undertaking feasibility studies relating to human security initiatives and help to redirect projects and programmes midstream so that they are more effective.

**What should CSOs ask Pacific Islands Forum Governments to do?**

Pacific Islands Forum leaders have discussed security issues in the region. These have resulted in a number of specifically security-related agreements. They include the Honiara, Aitutaki, Biketawa and Naisori Declarations. However, while there has been an increased awareness of security issues in general rather than just those that impact on state survival, and the call has been made for a ‘..comprehensive, integrated and collaborative’ approach, there is no specific mention of civil society as a portent partner. The potential of ordinary people including women appears to have not been recognized when they are at the forefront of meeting the threats to their communities. Women have played a pivotal role in ending conflict and building peace but this is not always recognized and acknowledged. Women are yet to be regarded as full and equal partners in a range of areas including human security.

It is imperative that Forum island governments individually and collectively recognize the role that CSOs have played in protecting and promoting Pacific communities from security threats. This recognition should be accompanied by a willingness to dialogue with CSO representatives in an equitable and open manner. CSOs must be accepted as partners in the work of governments and at the regional level CSO representatives should be effectively represented in regional fora where decisions are made about human security matters. They need to be involved in the implementation, assessment and monitoring of projects and programmes relating to improving the security of people and communities.
Towards a Holistic Human Security Framework

The partnership of several actors at different levels in an integrated approach to address human security issues will involve engagement in a number of areas including:

- Governance
- Reconciliation and peace-building,
- Law and Justice systems
- Livelihoods and poverty
- Land, Resources and the Environment
- Education and awareness for reducing violence
- Tackling misuse of arms
- HIV/AIDS and violence
- Community responses to human security issues

Governance

The Biketawa Declaration committed Pacific Islands Forum governments to good governance defined as:

(i.) Commitment to good governance which is the exercise of authority (leadership) and interactions in a manner that is open, transparent, accountable, participatory, consultative and decisive but fair and equitable.

(ii.) Belief in the liberty of the individual under the law, in equal rights for all citizens regardless of gender, race, colour, creed or political belief and in the individual’s inalienable right to participate by means of free and democratic political process in framing the society in which he or she lives.

(iii.) Upholding democratic processes and institutions which reflect national and local circumstances, including the peaceful transfer of power, the rule of law and the independence of the judiciary, just and honest government.

These guiding principles provide the bases for the formulation and implementation of public policies that are responsive to the needs of citizens and are equitable. Institutions that effectively provide public goods, promote rule of law and expand physical infrastructure in an open, accountable and inclusive way promote the environment for human development, respect for human rights and increase the capacity of all to actively pursue human security goals.

CSOs are critical to ensure that governance involves both participation by all stakeholders in human security-related decision making and the effective and efficient delivery of services.

Reconciliation and Peace-building

To some extent tension and conflicts are part of human existence and there are routine and established modes of channeling and resolving these stresses in societies. There are traditional and customary modes of resolving conflicts. In recent time, however, there have been overt and violent conflicts that have unraveled the social fabric of communities, caused the loss of life and destruction of assets, destroying livelihoods, and heightening distrust. The post-conflict situation that has emerged following the brokering of peace by third party mediation can easily be jeopardized without attendance to the root causes of the conflict, and building confidence and trust within and between individuals and groups involved.
Ending open hostilities in the conflict between groups is just the initial, albeit a significantly important step. This is followed by taking the long road to restore broken relationships and inter-group cooperation in achieving common goals. The former status quo may need to be significantly changed. The process of reconciliation requires active participation of CSOs, especially recognizing and supporting the role of women as peace makers. There are several steps in the reconciliation process: first, the preparedness of the parties involved in the conflict to accept their part in generating and aggravating the antagonism. Second, there must be a willingness to make reparations for the harm done to others. Third, being prepared to dialogue honestly on how to deal with the root causes of the conflict. Fourthly, being prepared to participate in peace building activities that bring together the former conflicting groups.

CSOs have a critical role in pursuing pro-active measures to avert the causes of conflict and to contain conflict from escalating and ameliorating its consequences.

CSOs including religious groups and women’s organizations have been deeply involved in reconciliation and peace-building efforts in conflict prone areas and post-conflict situations. This needs to be acknowledged and such groups should be seen as most useful partners.

**Law and Justice Systems**

Legal and justice systems in the PICs are dualistic in so far as there is a continuation of indigenous institutions and modes of dispute settlement - and the customary system-and the colonially inherited ‘western system’. Many rural and remote communities as well as urban informal settlements continue to use values and norms that reflect the customary system. There is an emphasis on ‘restorative justice’ and rebuilding relationships between the aggrieved person’s family/community and those of the offender’s. The arrangements are better understood, more easily accessible and are generally not overly expensive. Exception to this observation is the huge inflation in compensation payments required in the Southern Highlands Province of Papua New Guinea.

The more formal legal system based on the adversarial prosecution seeking conviction and defendant’s side seeking exoneration, is more retributional. The growing number of crimes, increasing numbers in prison and the heightened sense of insecurity in urban areas, and indeed, some rural localities provide evidence that the existing system is not working very well. There are issues of whether the punishment fits the crime, especially for first offenders, the treatment of juvenile delinquents, the rehabilitation of prisoners, support for their families, support for the victims of crime, and recidivism.

Civil Society organizations have advocated law reform and have sought to sensitize legal practitioners including magistrates and judges on gender issues and modes of restorative justice. The resolution of certain types of crime such as rape in the customary system may not be adequate as a satisfactory remedy for the victim of this crime.

**Society and Culture**

Pacific societies and cultures have evolved over several millennia adapting to the conditions of islands and small face to face communities. In recent decades there has been significant social transformation but traditional values and institutions have continued to exist. There are significant valued customary institutions which in several instances are recognized in PICs’ constitutions. Customary ownership of land and its inalienability are entrenched in a number of constitutions as is the role of chiefs and persons of rank. The Biketawa Declaration recognizes ‘the importance of respecting and protecting indigenous rights and cultural values, traditions and customs.’
There is a danger, however, that the wholesale acceptance of such rights, values, traditions and customs will have negative impacts on categories of the population including women, youth and children. The later tend not to have much say in traditional decision making fora. Besides, there are likely to be serious violations of human rights if ‘customary’ sanctions against non-conforming members of society are enforced.

There is a need to ensure that languages of communities are taught to its younger members as this is most likely path to maintaining the integrity of Pacific island cultures.

Livelihoods and Poverty

A fundamental challenge for PICs is to ensure meaningful livelihoods and employment of their people. Increasing social inequality has been accompanied by a growing number of people, especially young persons without jobs and access to other livelihoods. Rural –urban disparities have grown and ever larger numbers are eking a living below the poverty. An Asian Development Bank study on poverty and hardship in our region confirmed what CSO representatives had been saying about the extent of poverty in PICs. Cook Islands had 12 percent of its people living below the poverty line, all the Melanesian countries had poverty level ranging from 30 to 40 percent and Kiribati and the Marshall Islands had some half their people in poverty. Gross social inequality and poverty manifest social exclusion which can be a significant factor in generating social unrest and political instability. The Biketawa Declaration acknowledges the:

‘the importance and urgency of equitable economic, social and cultural development to satisfy the basic needs and aspirations of the peoples of the Forum.’

Youth unemployment and alienation is a major threat to human security that requires urgent attention.

There is a need to expand economic activities, increase food security, generate employment and ensure greater access to resources and opportunities. Economic, social and cultural changes have affected the cohesiveness of communities and the protection offered by traditional safety nets. Cultural norms of reciprocity and sharing with the wider kinship group are being replaced by values that are linked to urban living and the monetary economy. Young people especially need to have hope. There is a need to provide social protection to the very young and the elderly.

Civil society organizations can work with local communities to identify and generate new economic opportunities. They can establish self help groups and secure micro-finance for cash earning activities. They can work with families, young mothers, women and youth to build their capacity by the provision of information and training. CSOs can also play a significant advocacy role to influence pro-poor growth policies.

Land, Resources and the Environment

Natural resource use with due safeguards to conservation and management is at the heart of sustainable development. There is generally inefficient utilization of land for agriculture and other productive activity and it has begun a major source of competition, tension and conflict. Extractive industries such as logging, mining and fishing have seriously depleted forest cover and degraded natural environments and affected people’s livelihoods. Short term gains that are rather miniscule
have detracted community and national government leaders’ attention from longer term sustainable development. CSOs have a critical role to give voice to the concerns of local communities about the degradation of their environment, loss of bio-diversity and the loss of livelihoods. CSOs need to be actively engaged in the processes that lead to concessions being granted to extractive industries. Such involvement is likely to reduce conflicts downstream.

**Education and Awareness for Reducing Violence**

In multi-ethnic and multi-lingual PICs nation building remains a challenge. More parochial identities abound. Domestic violence, inter-personal violence, inter-group violence, structural violence, political violence and sports violence are found in PICs. Suicides are also uncommonly high in some countries of the region.

Education can be a significant avenue for pro-actively creating awareness for reducing all forms of violence. Changes to the curriculum with greater local content that deals with history, origins of different groups, their cultures, language studies, multiculturalism, explanations for migration and resource competition can help to increase understanding and tolerance. No tolerance of violence in schools, respect for the sanctity of the person, gender equality etc can help to begin the process of changing attitudes and behaviour in wider society. Campaigns by CSOs and information sharing with schools can promote awareness of violence reduction.

**Tackling Misuse of Arms**

Fortunately for the region as a whole, the civilian population and police forces remain unarmed. Small arms including combat weapons such as assault rifles and machine guns, automatic pistols etc are limited to areas that have experienced open violent conflict. To these type of armoury have been added home-made weapons including guns.

Bougainville, Guadalcanal and Southern Highlands in Papua New Guinea have suffered significant casualties from the use of small arms. Recent participatory studies have shown the devastation caused by increases in the level of violence as the result of these weapons. Livelihoods and lives are lost. Communities are keen to see an end to gun violence. CSOs can help educate people about the negative consequences of gun use, identify the factors that contribute to gun violence and work towards the phasing out of guns from communities.

**HIV/AIDS and Violence**

HIV/AIDS has been increasing in PICs. With the experience of its impact on sub-Saharan African countries, it is indeed very worrying that incidents of HIV/Aids are increasing each year. The Pacific Strategy on HIV/AIDS (2005) published by the Pacific Community provides comprehensive coverage of this scourge in the region. Risk factors such as having a large number of young people in the population, the high levels of STDs and teenage pregnancies, the relative lack of condom use and the tendency to have unprotected sex with multiple partners are evident. There are many challenges to individuals and communities that range from tackling ignorance about STDS and HIV/AIDS, monitoring infections, treatment of persons who have HIV and AIDS and the attitude of the wider community members to HIV/AIDS positive persons. Homophobia, moral judgement and fear emerging out of ignorance affect how infected persons are treated by communities. This is certainly a form of violence against them. CSOs are already playing a significant role in educating about HIV/AIDS and as advocates for people who have been infected. CSOs are working in partnership with national governments and at the regional level with the Pacific Community and UN agencies.
Possible Civil Society Agenda on Human Security

Civil society organisations are formed by and represent people in the communities exposed to natural, economic, social and political risks and threats. They are in many ways very well placed to research, articulate and inform all other actors on Human Security needs, and indeed to act to empower those affected by such threats. In PICs NGOs and other civil society organisations are already actively promoting, protecting and empowering citizens to participate in processes and activities that enhance their human security. An agenda for advocating civil society role in Human Security would be founded on recognising existing strengths of CSOs, building their capacities and significantly enhancing their position as legitimate partners.

CSOs have been working in several areas including Human Development, Human Rights and Human Security. The following are possible areas for prioritisation with the relevant CSOs being identified together with their priorities for human security:

• There are CSOs and NGOs that promote environmental conservation and sustainability as well as programmes of development-conservation.
• There are CSOs and NGOs that provide humanitarian relief from the consequences of natural disasters such as cyclones, flood, drought, tsunami and earthquakes.
• There are CSOs and NGOs that have been working with the poor to secure their basic needs through advocacy and empowerment.
• There are CSOs and NGOs that have provided education and health services.
• There are CSOs and NGOs that have acted to prevent conflict and work in post-conflict reconstruction.
• There are CSOs and NGOs that have promoted human rights including women’s rights and the rights of children.
• There are CSOs and NGOs that provide refuge to the victims of domestic violence and campaign for an end to violence against women and children.
• There are CSOs and NGOs that promote peace and understanding.

Conclusion

CSOs are already engaged in creating awareness of risks, relating to health for instance, and tackling many of the threats to human security. Groups of youth, women, environmental and human rights activists have been educating and advocating about a range of issues that impinge on people and communities in the region. With the shift towards an integrated holistic approach to human security, they can be a portent partner to the state, regional and international development agencies in ensuring safer and secure communities. Their potential will be enhanced by the recognition of the work that they are currently doing, treating them as equals partners, making resources available to them and helping them to build their capacity.

Select Bibliography


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EVALUATING THE CONSULTATION PROCESS

Women, Peace and Human Security

Mid-way through the consultation proceedings, participants were asked to share their thoughts on the first day of proceedings in a session lasting approximately half an hour. The points can be summarised as follows: connectedness, appreciating, sharing, meeting new people, re-connecting with old friends, appreciation of operationalising human security, pleased to make responses that are practical and doable, hope, the value of coming together from across the region, participatory, inclusive, grateful for the opportunity to have this kind of consultation, and looking forward to strengthening current and future networks. Pleased to be able to link with existing work outside of normal gender work, such as the Governance unit at PIFS and women in parliament.

At the end of the consultation process, participants were asked to provide feedback through an evaluation form. The results are summarized in the table:

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<thead>
<tr>
<th>EVALUATION QUESTIONS</th>
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<tr>
<td>Question 1: To what extent did the consultation meet its overall objectives?</td>
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<td>Question 2: How interesting did you find the consultation?</td>
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<tr>
<td>Question 3: How relevant was the content to your work?</td>
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<td>Question 4: How would you rate the various facilitators/presenters in terms of their interaction with participants, knowledge of subject matter, ability to motivate and convey knowledge?</td>
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<tr>
<td>Question 5: How would you rate the overall consultation organisation (logistics, venue, catering, etc)?</td>
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Table 5: Participants’ Response To Evaluation Questionnaire, Women’s Consultation

Civil Society and Human Security

At the end of the Civil Society consultation, participants were asked to fill out evaluation forms and provide feedback on the overall process. Feedback was generally positive, the content of the consultation and the workshops was considered highly relevant to the work of the participants, and confidence was expressed for the future of PPBP rolling out from this process. The hard work of UNDP and CCF in organizing this opportunity for participants from across the region to come together was particularly acknowledged.
### Table 6: Participants’ Response To Evaluation Questionnaire, PPBP Consultation

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### Regional Multi-stakeholder Conference

At the close of the third conference, participants were asked to fill out an evaluation form of the overall proceedings. Feedback was positive, with participants noting the high level of discussion on all issues and the importance of bringing such diverse groups of people together around cross-cutting issues. Participants were pleased to be involved in the Forum’s policy process, and welcomed the opportunities to hear from and share with different members of government, academics, religious leaders, and the private sector. Thanks were expressed for the opportunities this process opened to learn about and build networks around human security issues in the region.

### Table 7: Participants’ Response To Evaluation Questionnaire, Regional Conference

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<th>EVALUATION QUESTIONS</th>
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