

The PDA: Background and Use

I. About this Booklet

This booklet is the first of four booklets in the *PDA Resource Pack*. The PDA—the Peace and Development Analysis—is a tool developed by UNDP in partnership with Indonesia's National Development Planning Board (BAPPENAS) and the Centre for Security and Peace Studies (CSPS) of Gadjah Mada University for development practitioners working in pre-conflict, conflict- and post-conflict situations both in Indonesia and elsewhere.

The emphasis of the *PDA Resource Pack* is placed on ensuring that PDA workshops have harmonious and constructive outcomes, based on the principle of consensus-building.

This booklet, *The PDA: Background and Use*, begins with a description of the PDA process and is followed by a detailed description of PDA's development, from design to implementation. It also includes a look at some of the lessons that were learned in the process. Flowcharts and timelines depicting the PDA process help to give readers some understanding of the complexities of this process.

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Mohamad Yusuf. *Dream Land*; aquatint etching, 17 x 13 cm, 2004.

2. The PDA as a Planning Tool and a Response to Conflict

2.1 Introduction

The PDA process was initiated in December 2003 by UNDP in partnership with the BAPPENAS, several regional governments and a number of civil society organisations, a move intended to address the root causes of conflict and prevent the resurgence of violence in areas affected by horizontal conflict. The PDA process was implemented by CSPS of Gadjah Mada University in Yogyakarta. This analysis and the activities aligned with it were aimed at engaging stakeholders in three conflict-affected regions (Maluku, North Maluku and Central Sulawesi) and at the national level in the identification of strategic development responses for the establishment of a sustainable peace.

As conceived by UNDP and its partners, these responses would then be used by the government, civil society organisations and international development institutions, including UNDP, in programme design.

The PDA process builds on the Conflict and Development Analysis (CDA) methodology designed by the Crisis Prevention and Recovery Unit (CPRU) of UNDP. However, CDA's approach, consisting of three main components—conflict analysis, response analysis and development strategy analysis—proved to be not sensitive enough in capturing the complexities of post-conflict dynamics in Indonesia where social tensions remained very high.

Millennium Development Goals

There are two underlying premises to the PDA process. The first is that conflict is a major obstacle to attaining the levels of development specified in the UN MDGs; conflict invariably leads to impoverishment and precludes development. The second is that development has a major role to play in building sustainable peace in conflict-affected societies. Underdevelopment does not necessarily lead to conflict, as evidenced by the large numbers of underdeveloped societies that do not descend into violence. However, unemployment, poverty and other symptoms of underdevelopment can exacerbate existing social and political tensions and play a significant role in causing mass violence. Unequal and exclusionary economic development, in particular, holds potential for conflict.

As a result, based on consultations with numerous stakeholders and on an assessment conducted by CSPS in the three conflict regions, revisions were made to the approach until, ultimately, the PDA emerged. Unlike CDA, the PDA process focuses more on the future than on the past and favours peace analysis and the contribution that development interventions can make to define peace agendas and address structural causes of violence. Several components of the CDA would have been difficult to undertake in the Indonesian context—an assessment of conflict stakeholders, for one. As such, the revision was intended to help stakeholders from becoming entrapped by past conflict and history by stressing the need for them to look forward to future prospects of peace and to identify priorities that could be supported through development interventions.

PDA is thus, a dialogic and reconciliatory development-planning and programming approach, aimed not only at formulating an immediate response to conflict, but to building consensus among multi-stakeholders so that they are better able to formulate sustainable peace agendas in their home regions.

PDA methodology is made up of six components: peace vision, obstacles to peace, stakeholder dynamics, peace-building lessons learned, peace-building scenarios and preventive and transformative development responses.

The outcomes of the PDA process are many but the major ones are:

- a. Enhanced multi-stakeholder consensus on priorities for supporting sustainable peace through development in target areas;
- b. Improved knowledge of peace-building dynamics relevant to development programme design and implementation;
- c. Strengthened national capacity for conflict analysis and applying conflict and peace-sensitive development approaches; and
- d. The development of methodologies and tools, customised and tested for peace-oriented development priority setting and planning in Indonesia.

2.2 Components of the PDA

The PDA process incorporates four major components designed to strengthen each other and support different requirements of the overall planning process.

1. Multi-stakeholder PDA Workshops

UNDP in cooperation with CSPS developed the PDA workshop process to facilitate stakeholder reflections on past experiences of conflict and peace, as well as identify future visions of scenarios and priority strategic areas for action. These participatory workshops, held at provincial and national levels, had as their dual aim identifying sustainable development and peace initiatives that can be supported in the three provinces and feeding into the design of an overall strategy for UNDP and BAPPENAS at the national level. It was intended that these consultative workshops would also provide substantive inputs into the production of several conflict and peace profiles.

2. Thematic Assessments

CPRU-UNDP, in collaboration with BAPPENAS, mobilised six expert teams, bringing together Indonesian and international academics and practitioners to assess key development issues critical to the design of preventative programmes. Studies were undertaken in economic development, natural resource management, governance, media, social cohesion and peace-building and gender and youth. These assessments complemented the PDA workshops by providing more specific contextual information and understanding, particularly on institutional capacities to support peace and the relevant policy environment. (See the PDA CD-ROM for the TOR of the thematic assessments).

3. Background Research

The third major activity of the PDA process consisted of undertaking the qualitative and quantitative background research necessary to produce a series of conflict and peace profiles capable of providing a more comprehensive understanding of conflict and peace dynamics at national and sub-national levels. This component was undertaken in collaboration with LIPI, Indonesia's National Academy of Science, and the Department of Sociology (Lab-Sosio) of the University of Indonesia. Technical support was provided by individual academics from the Centre for Research on Inequality, Human Security and Ethnicity (CRISE) at the University of Oxford (United Kingdom) and from the Australian National University. (See the PDA CD-ROM for the TOR for Technical Assistance.)

4. Capacity Building

An underlying objective of each PDA component is to build the capacity of participating institutions in the area of conflict and peace analysis and in the management and facilitation of multi-stakeholder dialogues at national and sub-national levels. Capacity-building activities included the provision of technical assistance and training for all institutions partnering with UNDP and on-the-job skills development, together with institutional support. The expected combined effect of all the capacity-building elements in the project was to more effectively link the PDA process to outcomes, to facilitate the design and implementation of follow-up initiatives in the provinces and to support the development of similar activities by participating institutions in the future.

2.3 Rooting the PDA

The PDA workshops were designed to have two broad sets of outcomes. The first was identification of a number of priorities for development interventions agreed upon, through a process of consensus, by individuals representing all relevant sectors of society. The second was identification of a multi-stakeholder group that could establish an ongoing dialogue about peace and development.

Ownership of the PDA process and its outcomes at the local level was seen as essential to realisation of these objectives. Consultations were held in all provinces on two issues:

- The most effective mechanisms to represent all sectors of society and guide the process; and
- The mechanisms that could bring legitimacy to the outcomes and promote broad participation in the implementation of the PDA outcomes.

At the provincial level, PDA core activities were coordinated through, and guided by, multi-stakeholder working groups representing the provincial government and many sectors of civil society. These groups, known as the Peace and Development Analysis Facilitating Teams (PDAFT), guided the overall process in each locality and undertook a range of follow-up activities.

The provincial processes served as the basis for a national PDA process that culminated in a national seminar co-hosted by BAPPENAS and UNDP in December 2004. The national seminar served to bring together the outcomes of the provincial PDA processes to national-level authorities. In addition, it provided space to identify the cross-cutting factors affecting conflict in Indonesia that required a national-level solution.

3.

The PDA Process: from Design to Implementation

3.1 Introduction

Development and implementation of the PDA workshops was undertaken in three phases: a. the preparatory phase; b. the capacity-building phase; and c. the implementation phase.

As is illustrated by the flow-chart in Figure 1, work was based on a number of principles that were applied throughout: consultative preparation, flexibility, learning and adaptation. The process was iterative with numerous intermittent stages combined with project deliverables.

As a planning tool, the PDA provides individuals and communities with a means to identify areas where they can work together to foster social cohesion and peace building; it also serves to define a set of priorities and entry points which development partners and local governments can then further enhance. Thus, follow-up activities, while

not fully considered in the initial stage of the process, were promoted and supported once the workshops had taken place.

Figures 1 and 2, present, a flow chart of the multi-stakeholder PDA process and the activities and outputs of that process. What these figures do not (and can not) fully show is the iterative nature of the PDA process. The nature and objectives of the PDA—namely, to promote wide and meaningful participation—are such that agendas, programmes, processes and tools are revised on a constant and ongoing basis in order to incorporate inputs from all stakeholders.

More than anything else, the PDA consultations were intended to give all stakeholders an opportunity to participate in the process so as to ensure that the outcome would be more representative than one prescribed by outside parties. A time line, shown in Figure 3, gives an indication of the overlapping nature of the process.

Figure 1
The Multi-Stakeholder PDA Process

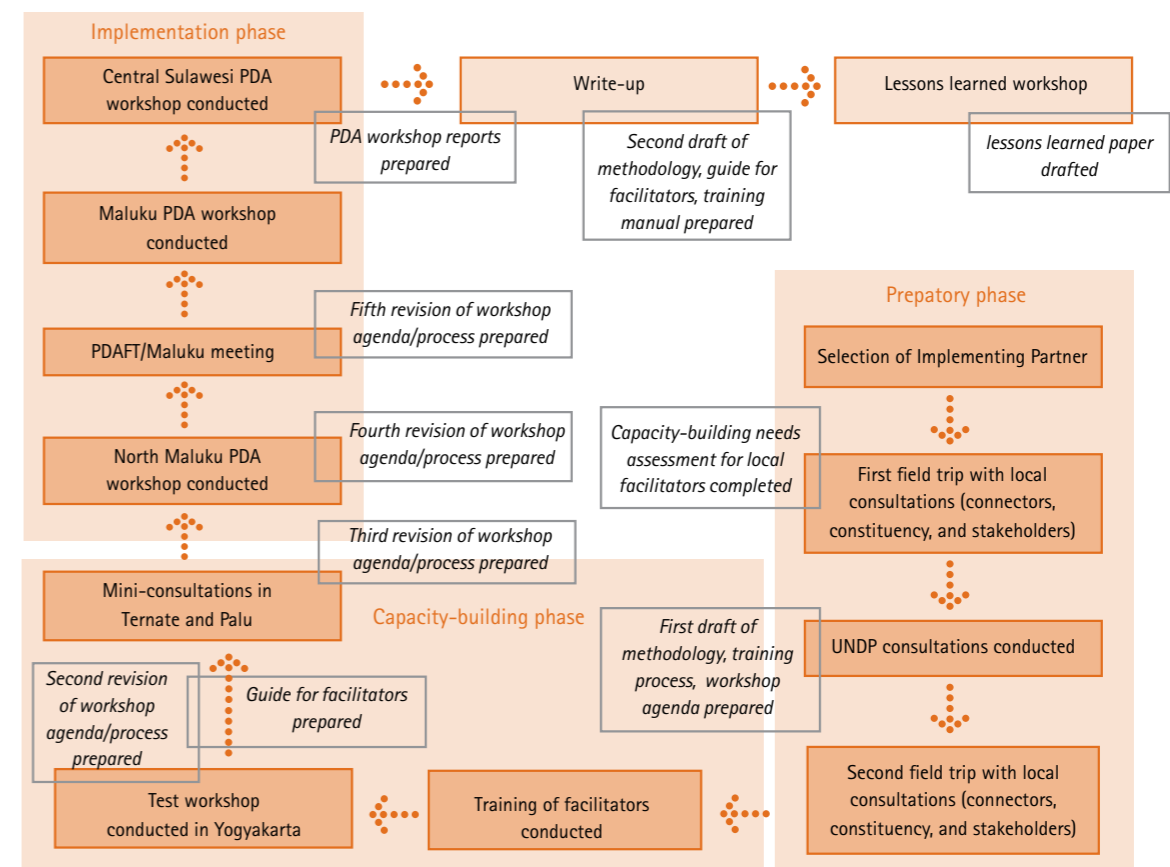


Figure 2
Activities and Outputs of the Multi-Stakeholder PDA Process

Primary And Intermittent Stages	Outputs
1. Preparatory Stage <ol style="list-style-type: none"> Preliminary consultations with local governments, civil society, private sector and security forces Review of the PDA tool and methodology Email consultation on lessons learned and best practices outside of Indonesia Drawing-up of overall plan Setting up the PDAFT and agreeing on roles in the overall PDA process Commissioning background research and thematic assessments 	<ul style="list-style-type: none"> Formulation of PDA methodology, the training process, and agenda for workshops PDAFT are established and operating in each province TOR produced for all thematic assessments and background research and identification of research institutions
2. Capacity-Building Stage <ol style="list-style-type: none"> Training of facilitators Trial workshop Logistical planning Provision of technical assistance to universities to undertake research and thematic assessments 	<ul style="list-style-type: none"> Preparation of a draft guide for facilitators. Preparation of all research tools for thematic assessments and peace and conflict profiles
3. Implementation <ol style="list-style-type: none"> Workshops (and Related Work) <ul style="list-style-type: none"> N. Maluku PDA District Workshop N. Maluku PDA Provincial Workshop Maluku PDAFT Meeting Maluku PDA Provincial Workshop Central Sulawesi District PDA Workshop Central Sulawesi PDA Provincial Workshop National Seminar Undertaking 6 thematic assessments Undertaking background research on conflict and peace dynamics in 7 provinces 	<ul style="list-style-type: none"> Revision of the training process and workshop agenda Further revision of the training process and workshop agenda Fine tuning and enhancement of materials Holding 7 workshops
4. Follow-Up and the Future <ol style="list-style-type: none"> Meetings of PDAFT to define follow up activities Final draft of PDA Methodology, PDA Tools, <i>Facilitators Guide</i> and <i>Training Manual</i> Feedback on draft <i>Resource Pack</i> from international experts and institutions Preparation of PDA workshop reports Design of new UNDP programme for Maluku, N. Maluku and Central Sulawesi Policy discussions with GOI to incorporate outcomes of PDA into National Development Plan 	<ul style="list-style-type: none"> Final write-up of all materials associated with the PDA process Project support to PDAFT to design follow-up activities in Maluku, N. Maluku and Central Sulawesi New UNDP project, "Peace through Development," for Maluku, N. Maluku and Central Sulawesi New UNDP project: "Decentralization and Conflict: Policy and Learning" Inputs to national policy and dialogue with GOI

Figure 3
Timeframe for the PDA Process and Follow-up to the Process: Major Activities and Outputs

Stage	Activities and Outputs	12/03	1/04	2/04	3/04	4/04	5/04	6/04	7/04	8/04	9/04	10/04	11/04	12/04	1/05	2/05	3/05	4/05	5/05	
1	Selection of partner																			
1	Methodology, process, agenda																			
1	Bilateral consultations																			
1	Establishment of PDAFT																			
1	Defining PDA constituency																			
1	Research: conflict profiles																			
1	Thematic assessments																			
1	Adaptation of the PDA tool																			
2	Draft guide for facilitators																			
2	Design of research tools																			
2	Training of facilitators																			
2	Trial workshop																			
3	Revision of process and agenda																			
3	District workshops																			
3	Further revision																			
3	Provincial workshops																			
3	Fine tuning and enhancement																			
3	National seminar																			
4	Determining follow up activities																			
4	Final draft of PDA tool and manual																			
4	Feedback on materials																			
4	PDA workshop reports																			
4	Design new UNDP programme																			
4	Policy discussions with GOI																			

3.2 The Preparatory Stage

From the outset of the PDA initiative, BAPPENAS, UNDP and CSPPS recognised the need for thorough preparation. Indeed, in some ways, the preparatory stage was, if not the most important, the most determinant part of the exercise. This stage involved all the necessary steps for the planning of the PDA workshops and training of local facilitators, including identification of partners, creating conditions for PDA workshops, developing the tools, building capacity of facilitators and drawing a master plan for the overall process. (See the PDA CD-ROM for a UNDP-prepared "Background Information to Project," "Instruction to Offerers," "Proposal Submission Form," and "Sample Budget"—files beginning with "SM-01" to "SM-04", respectively.)

1. Selecting an Implementing Partner

Because conflicts in Indonesia are highly localised and peace dynamics vary greatly from place to place, the identification of a suitable national organisation, capable of undertaking the PDA work, was a challenging process. Key considerations in the selection of the partner included the potential partner's understanding of the complexities of local conflict dynamics and how a dialogue process could be undertaken. (Other selection criteria are shown in Figure 4.)

2. Creating Conditions for Dialogue

Discussions were held between UNDP and CSPPS on how to define the necessary pre-conditions for successful dialogue

processes. One result was the decision to consult more broadly on the value and relevance of this exercise. This was an exercise in "consulting on how to consult." For this purpose, two field trips were made to the provinces in question, the inputs from which served to improve understanding of stakeholder interests and the post-conflict contexts as well as how the PDA workshop process could contribute to conflict transformation.

Two focus group discussions and fifty individual interviews were held in each province. Participants were drawn from local government, security forces, national and international NGOs, women, youth and religious organisations, the Chamber of Commerce, academia and, in some cases, civilian representatives of armed groups. All were asked about the best way to conduct PDA workshops, how participants could be selected and what issues to avoid.

After discussing the objectives and expected outcomes of the PDA process and workshops with these representatives, a number of additional questions were asked. Some of these were as follows:

- What are the main obstacles to peace in this province? How can they be overcome? What are the key issues that local people, especially conflict-affected people, see as most pressing?
- What are the entry points and strategies to support peace? How can international agencies such as UNDP support peace and development efforts?
- What is the best way to conduct a participatory PDA workshop in the province? Who should be invited? How can participants be selected?
- How can we build local trust and local ownership in this process?
- Who should convene the PDA workshop in your province? Who should be facilitators?

Consultations served to gain local trust and enhance a sense of local ownership. Based on the findings it was decided to design workshops that:

- a. Addressed coordination gaps, promoted constructive engagement between civil society and local government and broke down the trust deficit;
- b. Shifted stakeholder attention from the past to the future and from conflict to peace-building; and
- c. Built common ground and ownership of the strategy ahead and created local structures to oversee the process and give greater legitimacy.

3. Defining the PDA Constituency

A decision was taken early on in the design of the PDA that in convening local peace and development constituencies not all conflict stakeholders—hard-liner groups, more specifically—would be brought into the process. The rationale was simple: as a first-dialogue process co-hosted by UNDP, the government and CSPPS, it was important to establish a good precedent.

Much time was spent on explaining the intended contribution of a PDA process to different stakeholder groups and, thereafter, designing it to yield concrete results, both tangible and intangible. At the same time, bilateral consultations were held with hard-liner groups to ensure that their perspectives were incorporated into the PDA workshops.

4. Adapting the Tool to the Unforeseen

Discussions between UNDP and CSPPS that followed the first round of consultations resulted in a review of the global tool used by UNDP for conflict-related development

analysis (i.e., the CDA methodology) and, thereafter, the development of a different approach and tool – that being the PDA – along with preparation of a training plan and the drafting of a workshop agenda.

An unforeseen renewal of violence and a heightened security level in Maluku led to a decision to review the PDA approach for that province. Following a field trip by CSPPS and consultations with the local PDAFT, it was decided that the provincial workshop would be held in the Jakarta and that the methodology should be reviewed to take into account the renewed violence.

The shift in approach for the PDA in Maluku consisted of the following measures: shortening the planning timeline to one year; focusing on analysing proximate causes of violence; identifying strategies of how to mobilise young people and to deal with provocateurs; and providing additional free space in the workshop for constituency groups to use at their will.

While this outbreak of violence had not originally been anticipated by either of the planning partners, the PDA process proved flexible enough to accommodate these developments.

Figure 4
Selection Criteria for National Implementing Partner

Skills and Competencies	Approach
<ul style="list-style-type: none"> • Knowledge of conflict in Indonesia 	<ul style="list-style-type: none"> • A structural and multi-phacetic approach to conflict analysis
<ul style="list-style-type: none"> • Experience of conflict resolution in conflict affected areas and level of engagement with local actors 	<ul style="list-style-type: none"> • A participatory, empowering approach to conflict resolution and extensive local networks
<ul style="list-style-type: none"> • Experience in undertaking dialogue processes and facilitation 	<ul style="list-style-type: none"> • Acknowledgement of the organisation as a neutral convener
<ul style="list-style-type: none"> • Capacity to relate to and work with civil society organisations and national and local governments 	<ul style="list-style-type: none"> • Understanding of the different needs and requirements of different stakeholders
<ul style="list-style-type: none"> • Understanding the needs of UNDP and having experience working with multilateral agencies 	<ul style="list-style-type: none"> • Willingness to work with UNDP as a partner in implementation and understanding of UNDP minimum standards and requirements
<ul style="list-style-type: none"> • Capacity to manage and document multiple processes and workshops in several locations 	<ul style="list-style-type: none"> • Demonstrated administrative capacity

3.3 The Capacity Building Stage

The capacity-building stage focused on training local facilitators. This included holding a trial workshop and formulating regional-specific plans with the assistance of the regional facilitating partners and the PDAFT. Undertaken during this stage was an assessment of development needs for local facilitators, the preparation of a guide for facilitators, further revisions in the workshop agenda and the PDA process plus additional enhancement of resource materials.

Capacity-building for CSPA was an ongoing activity. UNDP provided technical assistance to support and accompany the entire process; UNDP staff also provided technical inputs and facilitated the development of skills and competence of the organisation.

1. Training of Facilitators

A key actor in the PDA process is the facilitator whose ability to guide participants in a PDA workshop towards a

Partners in the Process

The ability of UNDP and CSPA to work together was bolstered by converging agendas about the purpose of the PDA and willingness of both parties to accommodate each other's interests. Institutional convergence was underpinned by solid professional relationships and frank communication.

The sensitivity of PDA-type processes required a great deal of trust among implementing organisations. This, in turn, was strengthened by a commonality of institutional agendas, shared values and a common sense of purpose.

While the relationship between the two organisations was strong, communication was not always easy. A lesson learned from this was the importance of making explicit institutional expectations and required standards early on in the process. Some inefficiencies followed limited communication on issues such as co-convenors, expectations among provincial partners, as well as challenging relationships between CSPA/UNDP and local stakeholders.

The working partnership was helped by creating common ground between UNDP and CSPA and by having a common vision of the PDA process as an entry point for transformative approaches. Technical assistance provided by UNDP to accompany the PDA process and support CSPA was instrumental in building a constructive and creative working relationship.

common convergence of interests cannot be understated. Much time was spent identifying the right facilitators and consulting others on their suitability.

The contract between facilitators and CSPA was trust-based. While facilitators were paid an honorarium, by and large, all appeared to have joined the process because of their belief in peace-building and their conviction that they could make a difference within their own context.

The training of facilitators (detailed in Booklet 3) consisted of a six-day workshop where participants were provided with an introduction to concepts of conflict and peace, development planning in post-conflict contexts and facilitation techniques for dialogue processes. In addition, the training included running the PDA workshop for three days with feedback from participants on methodology and facilitation techniques.

2. Trial Workshop

Following the training period, the newly-trained facilitators conducted a trial workshop at the University of Gadjah Mada with students from the conflict areas where the PDA workshops were to be held. The trial workshop was used to evaluate both the facilitator's skills as trainers and the relevance of the resource materials.

After the trial workshops, CSPA personnel presented the final structure of the PDA and the proposed processes to the PDAFT for their final feedback. Information gathered in these discussions was used to fine tune workshop plans and to make them more region-specific.

3.4 Implementation

The implementation stage consisted of a series of district and provincial workshops and a national seminar.

1. District Workshops

District-level workshops were held in North Maluku and Central Sulawesi, to which representatives of community-based organizations and the local government were invited to attend. At each of these workshops a number of priority issues were identified and agreement was reached on how the issues would be presented at the provincial level workshop.

2. Provincial Workshops

Three-day workshops were held in Maluku, North Maluku and Central Sulawesi. These were hosted by the provincial governor, UNDP and CSPA, and were introduced by members of the local PDAFT. After each workshop, the local PDAFT held an evaluation meeting with UNDP and CSPA and initiated discussions to develop a follow-up plan.

3. National Seminar

A national seminar was held four months after the provincial workshops concluded. Co-hosted by BAPPENAS and UNDP, this seminar targeted decision-and opinion-makers: government officials and parliamentarians, media chiefs, heads of national and international NGOs, development partners and multi-lateral organizations. The GOI made a special effort to ensure that all provinces were represented by officers from local planning boards. In addition, eight participants from each of the provincial PDA processes were invited to present the outcomes in their region.

The purpose and structure of the national seminar differed from the provincial PDA workshops in a number of ways:

- The objectives of the national seminar were to bring in the outcomes of the provincial workshops and identify cross-cutting issues that required addressing at the national level.
- The methodology of the workshop was inductive, focusing on local realities to build a comprehensive analysis of conflict and peace dynamics at local level in Indonesia. Analysis was based on the outcomes of the background research and the PDA provincial workshops.
- Analysis and discussions of cross-cutting issues were drawn from local analysis and the thematic assessments.

- The seminar targeted provincial and national-level government officials and other decision makers in an effort to increase awareness of the importance of addressing conflict factors as part of the development process.
- The workshop was also used to define a series of key policy issues that should be followed up by BAPPENAS and UNDP as part of their efforts to mainstream conflict prevention at national and sub-national levels.

3.5 Follow-Up

Upon completion of the PDA workshops in the provinces, UNDP supported initiatives aimed at socialising the outcomes of the PDA and gaining greater local consensus on peace building efforts.

1. Socialization of Outcomes

Discussions among the PDAFT led to a decision to organise a series of workshops and meetings for the purpose of sharing the outcomes of the PDA process with a wider constituency in the province. UNDP supported a small follow-up project that consisted primarily of supporting travel and meeting expenses and the dissemination of outcomes through reports and local media. The PDAFT's priorities included reaching communities at the subdistrict level and communicating a shared analysis to relevant constituencies, especially religious groups.

2. Evaluating Capacity Building

Given the investment of time and resources in capacity building throughout the entire PDA process (e.g., technical assistance to CSPS, the training of facilitators, and so on) UNDP undertook a participatory evaluation of what had been learned and how to improve capacity building in future initiatives. Two workshops were held, which were facilitated by an external evaluator: the first, a workshop to codify lessons learned between UNDP and CSPS and the second, a workshop with all facilitators.

3. Linking Outcomes to Programme

The outcomes of the PDA served as the main guidance for the design of a second phase of UNDP's programming in Maluku, North Maluku and Central Sulawesi. The impact of the PDA in the planning process was significant:

- The focus of the programme moved from area-based recovery with a strong component of infrastructure to a programme on local governance. This new programme focuses on supporting local actors working together to design and implement development initiatives linked to the overall district and provincial development planning process and with technical assistance to local governments.
- Particular emphasis is placed on social cohesion and the promotion of locally-driven initiatives that will enhance inter-communal partnership, economic development and effective integration of former IDPs.

Complementary programming is being designed to support women's leadership, access to justice and skills development.

4. Linking Outcomes to Policy Process

Outcomes of the PDA workshops were fed on an ongoing basis to the Secretariat of Conflict Task Force of BAPPENAS in order to provide inputs for the country's National Development Plan. The national workshop was conducted in December 2004 and included very high level of government participation in order to impact the 100 Day Action Plan of the newly elected administration. In both the National Development Plan and the 100 Day Action Plan resolution of conflict and the prevention of outbreaks of renewed violence figured prominently.

4. Mainstreaming Gender

Given the impact that conflict has on gender relations and on men and women in general, from the very outset of the PDA process, "mainstreaming gender" was a key consideration in its design. Primary expected gender outcomes included a deeper understanding of the impact of conflict and violence on gender relations at the sub-national level, greater clarity on the gender dimensions of peace-building and, more particularly, women's perspectives of development priorities and strategies to promote the participation of women and women's organisations in the PDA consultative processes.

A four-pronged strategy was developed to achieve the above. This strategy covered:

- Integration of gender considerations in all aspects of the background research for provincial conflict profiles and thematic assessments. Included here were: integration of gender into terms of reference; use of gender sensitivity and awareness as criteria for the selection of research institutions and experts; and the development of gender components in reports.
- Inclusion of pro-active activities to ensure that women's perspectives were taken into consideration in the analysis of conflict, including the design of an in-depth (four month) thematic assessment on gender and, subsequently, a follow-up sub-programme on women's leadership and peace-building designed to address women's special needs and to ensure their participation as equals in the development and peace-building processes.
- Ensuring equal participation of men and women in the capacity building process. This included developing a set of specific questions to identify individual women and women's groups and organisations that should be represented in the consultative workshops; key gender issues that required addressing; and training and mentoring activities that should be included in the process.
- Creating safe spaces for women to be able to articulate their views and priorities.

The PDA team faced many challenges in their effort to ensure that gender issues came up in the outcomes and that priorities were sufficiently geared towards addressing the special needs of women. Given the limited or non-existing gender desegregated data, it was difficult, for example, to integrate gender on thematic issues that focused on macro-economics and governance institutions.

Understanding of gender on the part of both national and international researchers was uneven and no coherent gender framework was designed for any of the studies. As such, the issues were addressed with different levels of depth and foci. This made cross fertilisation difficult.

While an effort was made to ensure women were part of the capacity-building activities and represented at least forty percent of the facilitators, it was not so easy to put forward quotas for the participation of women in the actual PDA workshops. In the end, while gender issues were consistently raised in all workshops, they were left out of strategic priorities. This may be because in certain societies (like those found in the conflict-affected regions of Indonesia), where there are rigid views of gender roles and women tend to be marginalized from decision and peace-building processes, the attitudes and perspectives of mixed organisations, leaders and local governments tend to reflect and reinforce those hierarchies.

Ultimately, for gender to be fully considered in PDA type consultative processes, it may be required to develop separate processes by which women (and possibly male and female youth groups) are able, previous to consultations, to identify common ground, develop a common agenda and prepare to participate in multi-stakeholder spaces.

The outcomes of the PDA process include gender considerations in the thematic studies, a substantive assessment of gender in post-conflict situations –the first of its kind in Indonesia– and an important sub-project on gender and peace-building aimed at addressing structural barriers for women's participation and strengthening women's institutions to enhance their agency in three provinces. The latter, in particular, resulted more from the commitment of the PDA implementation team than from the direct outcomes of the PDA workshops.

5. Lessons Learned

Each of the booklets in the *PDA Resource Pack* contains lessons learned on the design of the PDA methodology and approach, on capacity-building and on implementation. However, there are several cross-cutting lessons as well as a number of lessons learned from the preparatory stages that will be looked at in this booklet. These relate to the operational environment, partnership issues and preparations for the PDA.

1. Sensitivity and Support

The PDA process benefited significantly from broad government and donor support. The need for conflict-sensitive planning is acknowledged; the necessary financial resources were allocated. It is clear that this investment was critical for the success of the initiative.

At both the provincial and national levels, co-hosting arrangements were made, which added legitimacy to the workshops and ensured participation of key stakeholder groups (e.g. police, government offices, etc.). Financial support to the PDA workshop process and the national seminar from donors amounted to over USD 500,000. This allowed for a thorough preparation process and flexibility in implementation.

2. Operational Complexity

The need for thorough preparation was recognised from the start by UNDP. The complexity of local conflict dynamics and the need to understand how a relatively sensitive dialogue process would be received was acknowledged. Field trips were undertaken by CSPS to look at key issues in the province, stakeholder dynamics, and who to invite for the PDA workshops.

A weakness in the information collection process was the limited input of UNDP field offices and infrequent use by CSPS of previous UNDP assessments. This was seen in places where CSPS did not have an established presence or much previous engagement. Its knowledge-base could have been bolstered with stronger inputs from UNDP.

3. Relevance and Timing

The field trips were also aimed at understanding stakeholder interests and the post-conflict contexts, as well as determining how PDA workshop process could

contribute to conflict transformation. The fragility of the post-conflict environments in the Maluku and Central Sulawesi mean that development responses not only should be conflict sensitive, but also should contribute to the consolidation of peace. The formulation of PDA strategies and emphasis on ensuring a relevant process, therefore, was timely. However, there were a number of events (e.g. "Ambon blast") that affected the workshop process and raised questions about appropriateness of the timing.

4. Distrust and Frustration

In a context characterised by continued inter- or intra-religious violence, corruption in aid efforts and personal insecurity, overcoming distrust among different stakeholders is challenging. Furthermore, there is much frustration associated both with limited progress in tackling causes (e.g. unemployment, religious polarisation) and consequences (e.g. insecurity and IDPs) of the conflicts in the Maluku and Central Sulawesi, as well as limited results from numerous workshops previously held.

In view of high levels of distrust, a decision was taken early on in the design of the PDA to convene the peace and development constituency, as opposed to bringing together hard-liner groups. Much time was spent on explaining the intended contribution of a PDA process to different stakeholder groups – and designing it to yield concrete results. A number of bilateral consultations were also held with hard-liner groups to ensure that their perspectives were incorporated into the PDA workshops.

5. Selection of a Neutral Convenor

In polarised conflict settings, the importance of a neutral convening institution is critical. For the Maluku and Central Sulawesi, UNDP selected CSPS, a nationally respected organisation as the implementing agency. The value of CSPS for the PDA process was found not only in its neutrality, but also its convening power. Access to different stakeholder groups, the ability to bring these together, and facilitation capacity was invaluable for the initiative.

6. Managing Elite Capture

Local elites play a significant role in the continuation of conflict or the promotion of peace in most parts of Indonesia. The PDA process aimed to bring in all relevant

stakeholders and not only those associated with particular groups. In some cases, the inclusion of, for example, human rights groups or non-affiliated grass roots organisations, was perceived as a problem by established elites. In Central Sulawesi, for example, senior officials of local universities enjoy close links with the local authorities and occupied a very "important space" in the follow-up to the Malino Peace Agreement. Their resistance to opening the process to other constituencies took the shape of, first, cancellation and, later, postponement of the workshop.

A key lesson here was how to manage and engage elites in a constructive manner while ensuring the processes remains inclusive.

7. Complementary Networks

As mentioned above, CSPS' convening power among civil society stakeholders was an important asset for the successful implementation of the PDA. However, equally useful were the relationships and access that UNDP has built with the government at the national and provincial levels. These personal and institutional networks were drawn on both for the implementation of the PDA workshops, as well as the management of difficult situations.

8. Links to Institutional Planning Cycles

Whereas the relevance and timing of the PDA was appropriate, links with the institutional planning cycles of local government and overall UNDP were weaker. There was discussion within the project team on how to ensure that the PDA workshop output would feed into different planning frameworks. Close fitting between the PDA and UNDP and local government was challenging because the PDA had not been properly timed at the onset, either with local government planning processes or overall UNDP planning process. The initial focus was on planning for the second phase of UNDP's programme in three provinces and at the national level. This was, however, corrected later on for the National Seminar, to ensure that outcomes were properly fed into the National Development Plan and the 100 Day Action Plan of the new administration.

A critical lesson in this is the need to link PDA processes to strategic planning cycles—whether they be local and national planning cycles or UNDP and UNDAF planning cycles. For the government, this means timing PDAs at least eight to twelve months prior to the elaboration of its five-year development plans and involving key line ministries in the process. For UNDP, this means working to generate wider awareness of the value of this exercise, greater ownership and linking the PDA to processes such as the CCA and UNDAF.

9. Project, not Process Focus

A key challenge in the implementation of the PDA was to balance the need for outcomes from the PDA necessary for the design of a new programme framework and the ongoing dialogue process required for sustainable peace. Initial UNDP thinking was focused on the preparation of conflict sensitive strategies through a process of multi-stakeholder dialogue. While the PDA was not seen as a one-off project, insufficient thought went into follow-up activities such as trust-building, enhancing coordination, creating common ground on future responses to conflict as well as the transformative aspects of the initiative require a medium to long-term process.

Upon the realisation that a follow-up would be required, UNDP set aside a budget of USD 20,000 per province for the exercise. As participants at PDA workshops had already identified several immediate next steps that were required, the availability of funds helped to ensure that the momentum that had been created could be at least partly sustained.

10. Competition between Groups

Questions about "profile" and "funding" emerged as contentious issues between the CSPS and provincial organisations. Although emphasis was placed by CSPS on ensuring local ownership and capitalising on local knowledge through participation by local groups, there was tension regarding levels of profile between national and local institutions (particularly civil society) hosting the event as well as tensions resulting from funding.

In other cases, tensions between CSPS and local groups resulted partly from lack of clarity on roles and responsibilities and because of unrealistic expectations. While there was flexibility, some requests were impossible to address and this resulted in occasional resentment and confusion.

Given the perceived lack of neutrality of local institutions in all three provinces, while it was clear that a national-level agency would be required to facilitate this process it would have been helpful for UNDP Project Offices to have played a more pro-active role in clarifying expectations and providing clearer inputs to project partners on the interface of the PDA initiative and other UNDP supported projects.

11. Mainstreaming Gender

Already covered at some length above was the need to ensure the mainstreaming of gender throughout the PDA process. No lasting solution to conflict issues can ever be found without addressing the needs of all major stakeholders, including both men and women.

Figure 5
Summary of Lessons Learned

Context	Strategic	Practical
What worked well:	<ul style="list-style-type: none"> Government and donor awareness of the need for conflict sensitivity: cabinet-level officials give their support; local government support is forthcoming; funding is made available. PDA is relevant to the provincial contexts. 	<ul style="list-style-type: none"> PDAFT are established to support the PDA process Emphasis is placed on ensuring good understanding of provincial context through field trips and consultations
What could be improved:	<ul style="list-style-type: none"> Range of different and conflicting agendas among stakeholders High levels of frustration with workshops and the non-implementation of recommendations Complexity and dynamic nature of conflicts—with rapidly unfolding events (e.g. "Ambon blast") affecting the PDA process Distrust of UNDP in some provinces and distrust between government and civil society 	<ul style="list-style-type: none"> Limited time available

Partnership	Strategic	Practical
What worked well:	<ul style="list-style-type: none"> Decision by UNDP to contract a politically and regionally neutral national institution to develop and implement the PDA process (CSPS) Institutional agendas converge: UNDP need for conflict sensitive planning; CSPS boost of conflict work in provinces Complementary institutional and personal networks: UNDP pulling power and government links; CSPS civil society links and credibility Agreement on key goals and principles between core partners Agreement on direct and honest communication Financial and human resources allocated for exercise 	<ul style="list-style-type: none"> Criteria (legitimacy, neutrality, credibility, convening power) for selecting the implementing institution are identified Full backing and support of core partner institutions is received Goals and principles are discussed and agreed upon. Approach to communication discussed and largely applied (intense and open) Emerging relationships of trust, honesty, respect, and friendship in core team. Competence of staff in core institutions and team enthusiasm
What could be improved:	<ul style="list-style-type: none"> Challenging synchronicity between PDA research activities and PDA process PDA seen as a project by UNDP, rather than a process 	<ul style="list-style-type: none"> Complex and confusing coordination among implementation partners (UNDP, CSPS, government) in their roles and responsibility; agendas, and views on who was leading the process Competing institutional demands Distance between team members (UNDP, CSPS) slowed progress of work

Stage	Strategic	Practical
What worked well:	<ul style="list-style-type: none"> Complexity of stakeholder agendas was acknowledged Agreement on playing it safe and focusing on peace and development constituencies 	<ul style="list-style-type: none"> Time taken to consult range of different stakeholder groups Personal and institutional networks used to generate acceptance of PDA
What could be improved:	<ul style="list-style-type: none"> Limited strategic thinking applied to preparatory consultations (e.g. with hardliners and potential spoilers) 	<ul style="list-style-type: none"> Tight timeframe reduces ability to adequately consult and manage potential spoilers

Capacity-building	Strategic	Practical
What worked well:	<ul style="list-style-type: none"> Realisation of need for good technical support to CSPS Decision to draw on local facilitators for greater provincial ownership 	<ul style="list-style-type: none"> Appropriate technical support found and adequate budgets allocated Thorough research conducted in creating balanced local team and understanding strengths and needs
What could be improved:	<ul style="list-style-type: none"> PDA seen as a project by UNDP, rather than a process with no plan for follow up and use of capacity built 	<ul style="list-style-type: none"> Tight timeframe reduces ability to fully meet capacity-building needs of facilitators

Implementation	Strategic	Practical
What worked well:	<ul style="list-style-type: none"> Emphasis on simple, accessible, and context appropriate method and process Flexible approach to workshop focus and process – depending on conflict context Emphasis placed on ensuring profile of external (non-UNDP and CSPS) groups 	<ul style="list-style-type: none"> Methodology and process repeatedly revised, simplified and adapted Workshop process is participatory and consultative Timing, agenda, and workshop process adapted according to opportunities and constraints Local government and institutions co-host events
What could be improved:	<ul style="list-style-type: none"> Limited engagement process with hardliners and potential spoilers; Politicisation of process and resistance (e.g. hijack, postponement, etc.). 	<ul style="list-style-type: none"> Workshop fatigue Tight timeline for delivery of PDA process elements reduced time for reflection on tools/ process Replacement representatives leading to silent participants Project-oriented (and funding) mindset of workshop participants.

Notes

