



*Empowered lives.
Resilient nations.*

Final Evaluation

Peace through Development (PTD) Project

Final Report

25 October 2012

Prepared by Center for Security and
Peace Studies,
Gadjah Mada University

Table of Contents

Acronyms and Abbreviations	3
Executive Summary	5
Introduction to this Document	7
Description of PTD.....	8
Evaluation Scope and Objectives	16
Evaluation Approach and Methodology	17
Evaluation Methods	19
Findings	22
Relevance.....	26
Appropriateness.....	29
Effectiveness	31
Story 1. Musrenbang Plus in Kawatuna	40
Story 2. Gebangrejo Villagers and Reconciliation	44
Story 3. Seaweed unites villagers in the coastal area of Kao Bay.....	49
Story 4. Wasahe Forum: An Unfinished Initiative in West Halmahera.....	54
Efficiency.....	55
Sustainability.....	58
Sustainability of Outputs 1, 2 and 3.....	58
Sustainability of Outputs 4 and 5.....	61
Sustainability of Output 6	63
Impact	64
Story 5. Government and NGOs: Partnerships in Development Planning	66
Findings on Cross-Cutting Issues.....	68
Gender Mainstreaming.....	68
Partnerships	69
Conclusion	71
Recommendations	75
Lessons Learned	78
Annex 1. Key Stakeholders Consulted	80
Annex 2. Key Documents and Products Consulted.....	84
Annex 3. Evaluation ToR	86
Annex 4. Evaluation Team and Expert Panel CSPA-UGM.....	88

Acronyms and Abbreviations

APBD	<i>Anggaran Pendapatan dan Belanja Daerah</i> (Local Budget)
Balegda	<i>Badan Legislasi Daerah</i> (Local Legislation Body)
BAPPEDA	<i>Badan Perencanaan Pembangunan Daerah</i> (Regional Development Planning Agency)
BAPPENAS	<i>Badan Perencanaan Pembangunan Nasional</i> (National Development Planning Agency)
BRIDGE	Building and Reinventing Decentralised Governance
CEWERS	Conflict Early Warning and Early Response System
CPAP	Country Programme Action Plan
CPF	Conflict Prevention Framework
CPRU	Crisis Prevention and Recovery Unit
CSO	Civil Society Organization
CSPP	Conflict Sensitive Participatory Planning
CSPS	Center for Security and Peace Studies
CTA	Chief Technical Assistance
DPRD	<i>Dewan Perwakilan Rakyat Daerah</i> (Local Parliament)
DRR	Disaster Risk Reduction
ELSAM	<i>Lembaga Studi dan Advokasi Masyarakat</i> (Institute for Policy Research and Advocacy)
EWS	Early Warning System
FGD	Focus Group Discussion
GoI	Government of Indonesia
GRADE	Governance Reform and DPRD Empowerment
HRWG	Human Rights Working Group
ICW	Indonesian Corruption Watch
IDSPS	Institute for Defence Security and Peace Studies
Imparsial	Indonesian NGO Focus on Human Rights Monitor
INFID	International NGO Forum on Indonesian Development
ITP	<i>Institut Titian Perdamaian</i> (a national NGO)
<i>Jaring Asmara</i>	<i>Penjaringan Aspirasi Masyarakat</i> (Legislative mechanism for channeling people's aspirations)
KEMENKOKESRA	<i>Kementerian Koordinasi Kesejahteraan Rakyat</i> (Coordinating Ministry for People's Welfare)
KEMENSOS	<i>Kementerian Sosial</i> (Ministry of Social Affairs)
KOMNAS HAM	<i>Komisi Nasional Hak Asasi Manusia</i> (National Commission of Human Rights)
KONTRAS	<i>Komisi untuk Orang Hilang dan Korban Tindak Kekerasan</i> (Commission for Disappearance and Victims of Violence)
KPA	<i>Konsorsium Pembaruan Agraria</i> (Consortium for Agrarian Reform)
KPDT	<i>Kementerian Pembangunan Daerah Tertinggal</i> (Ministry for the Development of Disadvantaged Areas)
KPM	<i>Kader Pemberdayaan Masyarakat</i> (Village Development Cadre)
KPPA	<i>Komunitas Peduli Perempuan dan Anak</i> (Community for Women and Children)
LBH	<i>Lembaga Bantuan Hukum</i> (Legal Aid Association)
LESPERSSI	<i>Lembaga Studi Pertahanan dan Studi Strategis Indonesia</i> (Institute for Defense and Strategic Studies)
LEAD	Legal Empowerment and Assistance for the Disadvantaged
LIPI	<i>Lembaga Ilmu Pengetahuan Indonesia</i> (Indonesian Institute of Science)

MP	Musrenbang Plus
MSF	Multi-Stakeholder Forum
Musrenbang	<i>Musyawarah Perencanaan Pembangunan</i> (Annual Participatory Planning Consultation)
NGO	Non-government organization
NMMRP	North Maluku and Maluku Recovery Programme
P2I	<i>Perhimpunan Perdamaian Indonesia</i> (Forum for Indonesian Peace)
PBHR	<i>Perhimpunan Bantuan Hukum untuk Rakyat</i> (Legal Aid Association for People)
PDA	Peace and Development Analysis
PDPM	<i>Program Daerah Pemberdayaan Masyarakat</i> (Local Program for People's Empowerment)
Perdes	<i>Peraturan Desa</i> (Village Regulation)
Pergub	<i>Peraturan Gubernur</i> (Governor Decree)
Permen	<i>Peraturan Menteri</i> (Ministrial Decree)
Perwali	<i>Peraturan Walikota</i> (Mayor Decree)
PGR	Partnership for Governance Reform
PID	<i>Perhimpunan Indonesia untuk Perdamaian</i> (Indonesian Association for Peace)
PMU	Programme Management Unit
PNPM	<i>Program Nasional Pemberdayaan Masyarakat</i> (National Programme for People's Empowerment)
POLRI	<i>Kepolisian Republik Indonesia</i> (Indonesian Police)
PTD	Peace Through Development
PTDDA	Peace Through Development in Disadvantaged Areas
Renstra	<i>Rencana Strategis</i> (Strategic Planning)
RIDEP	Research Institute for Democracy and Peace
RPJMDes	<i>Rencana Pembangunan Jangka Menengah Desa</i> (Village Mid-Term Development Planning)
SC	Steering Committee
SKPD	<i>Satuan Kerja Pemerintah Daerah</i> (Local Government Task Force)
TNI	<i>Tentara Nasional Indonesia</i> (Indonesian Army)
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
ViCIS	Violent Conflict in Indonesia Study
WALHI	<i>Wahana Lingkungan Hidup</i> (a national NGO)

Executive Summary

1. This Report presents the findings, conclusions, recommendations and lessons learned from an evaluation of the Peace through Development (PTD) project. PTD was an initiative implemented between 2006 and mid 2012 through a collaborative effort between the Government of Indonesia (GoI) and the United Nations Development Programme (UNDP) during the post-conflict peace building period in the project's three target provinces of Maluku, North Maluku, and Central Sulawesi. The overall goal of the project was to promote sustainable peace through development activities. Its strategy was organized along a dual focus of Conflict Sensitive Participatory Planning (CSPP) and Peace Building.
2. The Report's findings are drawn from UNDP's six evaluation criteria: relevance, appropriateness, effectiveness, efficiency, sustainability and impact. The findings reveal the project's current achievement of the outputs and offers recommendations for the design and implementation of the next phase of the project called Peace through Development in Disadvantaged Areas (PTDDA) 2012 - 2016. Data and information for the evaluation were collected through on-site observations, in-depth interviews with key stakeholders, group discussions, and desk studies of the project's documents, reports, products, and other sources. Data compilation and analysis were carried out through focus group discussions and by convening expert panels at the Center for Security and Peace Studies (CSPS) of Gadjah Mada University.
3. The findings of the Evaluation highlight the strengths and challenges faced by the project. As required by the Terms of Reference (ToR) of the Evaluation, the exercise placed strong emphasis on gauging the project's effectiveness and estimating the sustainability of its benefits. However, efficiency and impact were only moderately assessed. The evaluation concludes that the project has been effective in producing the desired outputs, particularly in mainstreaming Conflict Sensitive Participatory Planning into the Musrenbang process (*Musyawarah Perencanaan Pembangunan*, Annual Participatory Planning Consultation) and in strengthening social cohesion in the target areas. While the outcomes were achieved, the sustainability of some outputs remains a challenge. This includes the question of whether institutional mechanisms and legal-regulatory frameworks initiated by PTD will continue after the project ends.
4. Recommendations are summarized as follows: (1) UNDP and BAPPENAS should continue to institutionalize CSPP into the Musrenbang's national policy framework; (2) the PTDDA project should continue UNDP's strategic focus on developing a governance framework to advocate for synergy between the Musrenbang process (Executive-driven) and *Jaring Asmara* (Legislative-driven); (3) CPRU-UNDP through PTDDA project should advocate for the implementation of the Conflict Prevention Component of Law No 7/2012 on Social Conflict Management; (4) Regarding the

PTDDA's Conflict Prevention Framework and CEWERS which involves security sector actors/institutions (i.e. Police and TNI), the new project should undertake initial efforts to improve the conflict prevention capacities of security and justice actors, particularly at province and district level; (5) CPRU-UNDP through PTDDA project should increase the sense of ownership among PTD stakeholders and targeted PTDDA stakeholders regarding the Conflict Prevention Framework and National Action Plan for Conflict Prevention through socialization and consultation during the initial phase of implementation; (6) PTDDA project should develop a programme design which focuses on the achievement of outcomes and interconnected outputs, while also being flexible and responsive to changing contexts and dynamics between actors and issues in the target areas; (7) PTDDA should scale up the capacity and commitment of project staff on a regular basis during the project's implementation; (8) CPRU-UNDP through the PTDDA project should give greater attention to knowledge and learning for achieving the specified results.

Introduction to this Document

1. This Final Report of the final evaluation of the Peace through Development (PTD) Project was written by an independent evaluation team from the Center for Security and Peace Studies (CSPS), at Gadjah Mada University, Yogyakarta from July to 25 October 2012. The evaluation team consisted of four field evaluators as well as a panel of three experts on governance, peace building, conflict management, and community development issues.
2. The findings of this evaluation are based on the results of an indepth analysis of primary and secondary data including field studies in the three PTD target areas. Indepth interviews with key stakeholders were conducted in Jakarta, Yogyakarta, Central Sulawesi, Maluku and North Maluku. Findings are also drawn from a deep analysis of project documents, reports, products and other relevant sources.
3. As stated in the Evaluation's Terms of Reference (ToR), the main objective of this final evaluation is to identify and assess the results of the project against the six criteria provided by UNDP. The criteria are: relevance, effectiveness, efficiency, sustainability and impact. This evaluation pays specific attention to relevance, effectiveness, and sustainability in order to provide recommendations and lessons learned for UNDP and the next phase of the project, called PTDDA.

Description of PTD¹

4. The Peace through Development (PTD) Project is a strategic undertaking in the three post-conflict areas of Maluku, North Maluku and Central Sulawesi from the final quarter of 2005 to the end of June 2012. Its implementing partner is BAPPENAS in partnership with UNDP Indonesia. This national project aimed to enhance the capacity of government and civil society to formulate policies and implement development programs which are conflict-sensitive. The main goal of the project was to promote peace through development practices as well as strengthen peace building via conflict-sensitive participatory planning through Musrenbang.²
5. PTD has built on lessons learned and recommendations from previous UNDP post-conflict recovery interventions in 2001-2005 and the Peace and Development Analysis (PDA) in 2004.³ As quoted in the Project Document, the central points of the recommendations are (1) 'government should be supported to take a leadership role particularly in relation to policy-making, coordination and decision-making processes and (2) 'UNDP's support should progress towards long-term development with an emphasis on the prevention of conflict rather than recovery, a shift from dealing with the symptoms of conflict to understanding and addressing the causes, and a move away from infrastructure towards livelihoods, social development and local governance'. In particular, the results of the PDA strongly recommend an immediate call for mainstreaming conflict prevention by: (1) enhancing local governance practices and the creation of a policy dialogue forum, and (2) strengthening local peace capacity

¹ Description of the PTD project is mostly taken from two PTD project documents reviewed: (1) Peace through Development, Programme Document, December 2005, and (2) Peace through Development: Concept and Implementation, Peace Building Guidelines, 2005. The evaluation team also obtained information from CPRU's Technical Advisor to PTD, former CPRU Senior Officer, and National PMU. Their descriptions of the PTD's strategic framework and project design obtained during interviews is consistent with the project documents.

² Musrenbang, *Musyawarah Perencanaan Pembangunan*, is the annual local participatory planning consultation. The Musrenbang commences with village consultations early in the calendar year resulting in community proposals being passed on to development planning consultations at subdistrict (kecamatan) and district/municipality level. By the mid-year each district/municipality will have prepared an overall plan for the following year that, in principle, incorporates community proposals and budgets for each of the local government departments. Decisions about what will be funded from the district's own financial resources are made following the provincial and national planning meetings.

³ The UN Common Country Assessment (UNCCA) and UN Development Assistance Framework (UNDAF) for 2002-2005 and UNDPs' Country Cooperation Framework highlights the importance of conflict prevention, recovery and the links between relief and longer-term development as part of the UN's support to Indonesia. During 2001-2003, the Crisis Prevention and Recovery Unit (CPRU) supported three programmes: (1) The North Maluku and Maluku Recovery Programme (NMMRP), launched in September 2001 until mid-2005 provided inputs to PTD's livelihoods component; (2) The Kei Islands Peace Building Programme (KIPB supporting post-conflict recovery in the Kei Islands in Maluku; and (3) in cooperation with the Coordinating Ministry for Welfare and Social Affairs, UNDP undertook a preparatory assistance project called Towards Peaceful Development, Reconciliation and Recovery in Central Sulawesi in 2003.

through traditional institutions/mechanisms for conflict management and conflict resolution, peace journalism, peace education forums, women's forums CSO networks, and improving livelihoods for social cohesion. These recommendations were drawn from multi-layered inputs at national level and from six post-conflict provinces (Maluku, North Maluku, Central Sulawesi, East Nusa Tenggara, West Kalimantan and Central Kalimantan including Madura).⁴

6. At the time of writing, CPRU had developed the Peace through Development in Disadvantaged Areas project (PTDDA), which was approved by the GoI in May 2012. This new project will expand PTD's focus on Conflict Prevention, and draws upon its best practices and lessons learned. As stated in the PTDDA Project Document in June 2012, the project will have three outputs: (1) a policy and regulatory framework for conflict prevention established at national level and in target areas, (2) institutional systems for conflict prevention established at national level and in target areas, and (3) communities able to implement conflict prevention and social cohesion initiatives utilizing tools and mechanisms for safe and stable well-being. Target areas for PTDDA will include three areas of the PTD, plus Aceh and East Nusa Tenggara.⁵
7. **PTD Objectives and Outputs.** The Government of Indonesia emphasized three main goals for future projects in its 2004-2009 Mid-Term National Development Plan: 1) to create a safe and peaceful Indonesia, 2) to establish a just and democratic Indonesia, and 3) to improve the Indonesian people's welfare. Based upon these goals, PTD's two key objectives and six outputs were formulated as follows:

Objective I: Strengthened governance capacity in conflict-sensitive planning to support long-term conflict prevention and peace building.

Output 1.1: Executive branches of Provincial and District Governments' capacity for conflict sensitive participatory planning and policy dialogue strengthened

Output 1.2: Legislative branches of Provincial and District Governments' capacity for conflict sensitive participatory planning and policy dialogue strengthened

⁴ Christopher Wilson, *Overcoming Violent Conflict: Peace and Development Analysis in Indonesia*, Vol 5, CPRU-UNDP, BAPPENAS, CSPA, LabSocio and Lipi, 2005; Rochman Achwan, Hari Nugroho and Dody Prayogo with Suprayoga Hadi, *Overcoming : Peace and Development Analysis in West Kalimantan, Central Kalimantan and Madura*, Volume I, CPRU-UNDP, BAPPENAS, LabSocio, 2005; Kamanto Sunarto with Melina Nathan and Suprayoga Hadi, *Overcoming Violent Conflict: Peace and Development Analysis in Nusa Tenggara Timur*, Vol 2, CPRU-UNDP, BAPPENAS, LabSocio, 2005; Graham Brown and Yukhi Tajima, with Suprayoga Hadi, *Overcoming Violent Conflict: Peace and Development Analysis in Central Sulawesi*, Vol 3, CPRU-UNDP, BAPPENAS, LIPI, 2005; Graham Brown et al., *Overcoming Violent Conflict: Peace and Development Analysis in Maluku and North Maluku*, Vol 4, CPRU-UNDP, BAPPENAS, LIPI, 2005.

⁵ Project Document, *Peace through Development in Disadvantaged Areas (PTDDA)*, Government of Indonesia-United Nations Development Program, June 2012

Output 1.3: Citizen's capacity at the Provincial and District Level for conflict sensitive participatory planning and policy dialogue strengthened

Objective II: Improved livelihoods through peace building efforts and increased economic opportunities supported by an appropriate legal framework

Output 2.1: Relationships of trust built/re-built between government institutions, civil society organizations, communities and influential individuals

Output 2.2: Cross-community livelihood projects in waste management and sago and bamboo production that encourage cross-community interventions funded and up and running

Output 2.3: Draft national law and three draft regional level legal instruments on strategy for conflict resolution and peace building (one per province) completed

8. **Concepts and Approaches of PTD.** The project follows both human rights and gender mainstreaming approaches, which were guiding principles for all PTD activities. Further on, a strong emphasis was given to the multi-stakeholder approach to build multi-stakeholder ownership. The PTD Concepts comprise three parts which are interrelated and mutually reinforcing in their implementation:
 - (1) *The Doer Concept*, referring to the participation of stakeholders in planning and implementation of development programs, in order to develop trust.
 - (2) *The System Concept*, referring to the improvement of mechanisms for the planning, management and implementation of development programmes.
 - (3) *The Law Based Concept*, referring to the provision of support for creating legal foundations including regulations, especially for handling social crises, in the planning and implementation of development.
9. **Management structure.** At national level, the Directorate of Region II at BAPPENAS was the executing agency. PTD was led by a National Project Director from BAPPENAS and worked with the Chief Technical Adviser until 2009, and then the Senior Technical Adviser of PTD from 2010-2012, based at the National Project Management Unit (PMU) in Jakarta. The Steering Committee (SC) at the subnational level was established to ensure the transparency and accountability of the project as well as to provide recommendations and approval of PTD guidelines and policies. At province and district level in the all target areas, the management structure was the same, with a stronger emphasis on the role of the SC to reflect the multi-stakeholder approach and increase ownership of the project.

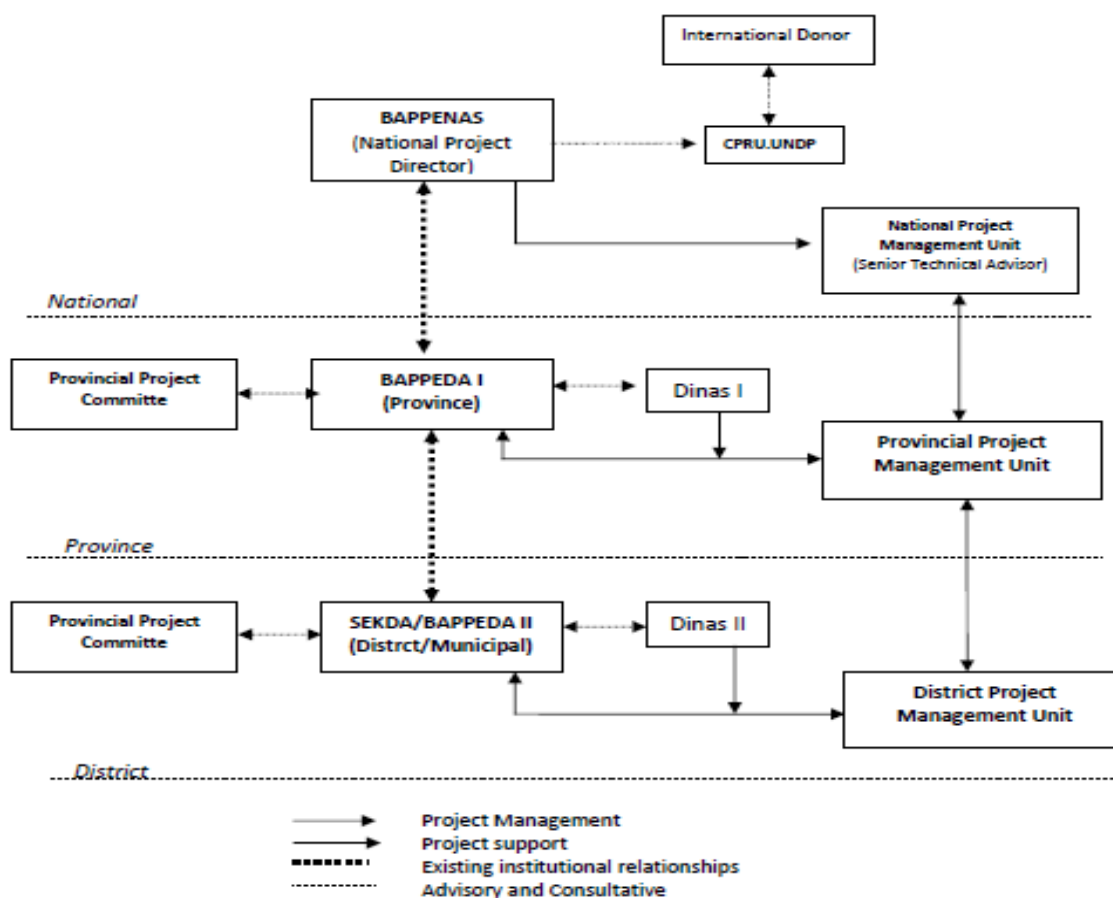


Figure 1. Management Structure for PTD

10. **Project Implementation.** As stated in PTD's project document (2005), Project Implementation consists of Scope of Programme, Programme Components, Scope and Coverage of Activities, Proposal of Activities, General Criteria for Activities, Types of Activities, Mechanism for Grant Provision, and Types of Activities That Cannot be Funded (Negative List).
 - a) **Scope of Programme:** activities in the PTD programme consisted of (1) Musrenbang which are conflict- sensitive, (2) dialogue between doers in development planning to support the implementation of Musrenbang, (3) improvement of local capacity (government and communities) in conflict-sensitive development planning systems, and in the implementation of development programmes (either social or economic), that are likely to foster peace, and (4) the development and implementation of a legal basis for conflict management at local and national level.
 - b) **Programme Components:** to achieve the two objectives of the PTD Program, implementation was divided administratively into (1) Planning, (2) Peace Building and (3) Livelihoods.
 - c) **Scope and Coverage of Activities:** the scope and coverage of activities in the PTD Programmes were aligned with the PMU level. Activities at provincial level (such

as Musrenbang), and peace building activities that are people based and are cross-regency were coordinated by the provincial PMU. Activities within districts of the target locations (for example, Musrenbang from village to district/municipality level), and peace building activities that are inter- village and subdistrict were coordinated by the district PMU in consultation with, and monitored by, the provincial PMU.

- d) **Proposal of Activities:** activities selected via Musrenbang and financed through the PTD programme were generated from various sources:
 - 1) **Proposals from villages** (especially for villages in the PTD target areas) for activities with a benefit scope at the village level that were submitted by villagers for financing by the PTD programme were selected via the Village Musrenbang forum.
 - 2) **Proposals from subdistricts** are proposals for activities with a benefit scope among villages (in the target subdistricts) that were submitted to, and selected by the subdistrict Musrenbang.
 - 3) **Proposals from districts/municipalities** are proposals for activities with a benefit scope among subdistricts that were submitted to, and selected by, the district/municipality Musrenbang.
 - 4) **Proposals from Provinces** are proposals for activities with a benefit scope among districts that were submitted for funding from PTD and were selected by the provincial Musrenbang.
 - 5) **Request for Proposal:** Proposals for activities submitted via the request for Proposal (RFP) originated from community groups, CSOs, NGOs and other organisations.
- e) **General Criteria for activities:** in addition to implementing principles of good governance, PTD programme grants must contain the following: 1) *Multi-stakeholder engagement*: Involving various elements of the population, especially parties who have had conflict in the past or been victims of conflict. 2) *Sustainability*: It is expected that the activities will have a long term impact on peace. 3) *Gender mainstreaming*: active participation of women in decision making. 4) *Partnerships*, between various parties, for example, with government and non-government organizations.
- f) **Types of Activities:** types of activities that are designed by the public (including the government, the private sector and academics, etc.) via Musrenbangs, which are conflict sensitive or activities that are financed via competitive grants, are basically an openlist in accordance with components of the programme. However, activities to be prioritized will be non-infrastructure activities or development activities that are peace focused, and/or activities that drive the realization of continuous peace via social cohesion and integration.
- g) **Funding Allocation:** each province and district/municipality of the PTD target areas will obtain grant funding from PTD with funds in accordance with needs and the availability of an existing budget. Grants were used to fund activities selected

via the mechanism of Musrenbang and also peace building activities that were selected competitively. Below is a table showing the allocations for PTD grants:

Grants awarded via Musrenbang (per province)	Activities are allocated 20 percent of the total funds for each province		Each district/municipality receives 40 percent of the total funds.
Fund allocation managed by districts/ municipalities through the Musrenbang (40 percent for each district/municipality)	Each village is allocated 15 percent of the funds allocated to districts.	Each subdistrict is allocated 10 percent of the funds allocated to districts	Activities at the district/municipality level will receive a fund allocation of 20 percent.
Fund allocation for peace building activities through competitive grants in one area of a province	Fund allocation at province level is 70 percent of the total grants for peace building at provincial level		Fund allocation at the district level is 30 percent of the total grants for peace building.

h) **Mechanisms for Grant Provision:** under the PTD Programme, grants are awarded via two mechanisms:

- 1) **Musrenbang proposals:** are proposed by people at the Musrenbang forums, from the village level to the province level. However, these proposals can be for activities located anywhere in the provinces. They can engage people outside the proposing village or district, and can even occur outside the target areas.
- 2) **Request for Proposal (RFP).** Peace Building activities that are financed via competitive grants (RFP) to support planning and implementation of activities that encourage social cohesion and integration, for example: dialogues between communities, development of local capacity, cultural and sports festivals, legal advocacy and conflict management, facilitation and advocacy among community groups for activities of peace building and others.

i) **Types of Activities That Cannot Be Funded (Negative List):** Activities that cannot be funded via the PTD Project are political activities, or activities that only involve a certain religious or ethnic group. However, local content significantly affects the type of activities which cannot be funded via the PTD Project - each province might have a different list of prohibited activities.

11. Over the five years of PTD implementation, the Royal Government of the Netherlands has been the biggest donor to the project, followed by New Zealand Aid. Below is the list of donors and their contribution.

Donor	Commitment (USD)	Receipts (USD)	Percentage of Total Funds received against Total Commitment (%)
The Netherlands	6,698,200	6,698,200	55.56
United Kingdom	600,000	600,000	4.98
New Zealand	2,328,500	2,328,500	19.31
Sweden	272,109	272,109	2.26
UNDP-TRAC	1,624,100	1,624,100	13.47
UNDP-BCPR-BDP	505,000*	505,000*	4.19
Oxford University CRISE	27,904	27,904	0.23
TOTAL	12,055,813	12,055,813	100

* Including direct contribution from BDP amounting to USD 20,000 and additional funds from BCPR 30,000. *Source:* Conflict Prevention Cluster, CPRU-UNDP Donors Matrix of PTD

12. **PTD Target Areas.** The PTD project covers a total of six districts, 12 subdistricts and 24 villages within the three target provinces.

Province	District/ Municipality	Subdistrict	Village
Central Sulawesi	Palu	South Palu	Kawatuna
			Petobo
		West Palu	Balaroa
			Buluri
	Poso	Poso Town	Gebang Rejo
			Kayamana
		North Pamona	Sulewana
			Pamona
Maluku	Central Maluku	Amahai	Liang
			Soahuku
		Tehoru	Moso
			Hatumete
	West Seram	Kairatu	Kairatu
			Waimital
		Huamual	Waesala
			Alang Asaude
North Maluku	West Halmahera	South Ibu	Talaga
			Tosoa
		East Jailolo	Tetewang
			Akelamo

	Sula Islands	Sanana	Falahu
			Waibau
		East Mangoli	Mangoli
			Waitina

13. Target Groups of PTD are as follows:

- a) Regional Governments, which include the governments of the three provinces and six districts, 12 subdistricts, and 24 villages, as well sectoral and non sectoral services, state educational institutions (from elementary schools to colleges), and cooperatives.
- b) Community-Based Institutions, such as youth groups, customary institutions, student associations, government supported institutions at the village level, and women's groups.
- c) Non Government Organizations or associations whether social, economic, legal and cultural, either local or national, operating in the target provinces and districts.
- d) Private Sector, such banking groups, professional associations, and labour, non government cooperatives, educational institutions, law institutions and others, in the target provinces and districts.
- e) General Public, including community groups or individuals not included in the groups above, at national and local level of the three target provinces.

Evaluation Scope and Objectives

14. As stated in the Evaluation ToR, this evaluation focuses on assessing the implementation of the Peace through Development (PTD) project from the initial stage of its implementation in the last quarter of 2005 until the completion of major activities at the end of December 2011. The evaluation takes into account the implementation of the project at national and subnational level (in Maluku, North Maluku and Central Sulawesi provinces). All of the objectives and outputs of the project are evaluated. Stakeholders and beneficiaries of the project at national, provincial and district levels were consulted in the evaluation process through purposive sampling methodology.
15. The key elements of the evaluation are to determine the relevance, appropriateness, efficiency, effectiveness, sustainability and impact of the PTD. Given the project's time-span and vast geographic coverage, the evaluation focuses more on relevance, effectiveness and sustainability of the project's substantive achievement, namely, attained capacities of the stakeholders (executive, legislative, CSOs and local communities) and that of institutional mechanisms and legal-regulatory frameworks initiated by the project.
16. The use of the six evaluation criteria also provides PTDDA with valuable lessons learned and recommendations. Attention to the PTDDA workplan highlights the extent to which the capacity attained by the PTD's stakeholders (executive, legislative, CSOs and local communities) and the institutional-regulatory framework initiated by the project is able to support PTDDA's three project outputs. (Output 1: policy and regulatory framework for conflict prevention established at national level and in target areas; Output 2: institutional systems for conflict prevention established at national level and in target areas; and Output 3: communities are able to implement conflict prevention and social cohesion initiatives utilizing tools and mechanisms for safe and stable well-being).
17. Furthermore, regarding the strategic positioning of UNDP in Indonesia, the evaluation highlights the project's substantial contribution to the development policy framework at national and local level in the target areas. It includes the project's long term impact on knowledge production and dissemination of peace through development issues and best practices. The evaluation also draws critical attention to PTD's contribution to strengthening civil society networks at both levels and enhancing awareness and practices of citizenship among local communities, particularly vulnerable and marginalized villagers.

Evaluation Approach and Methodology

18. **This final evaluation uses a Gender Equality and Human Rights approach to development.**

Considering the mandates to incorporate HR & GE in all UN work,⁶ the evaluation is guided by three principles of the approach, namely, inclusion, participation and fair power relations. First, the evaluation pays equal attention to stakeholders who benefit and those who do not benefit from the project intervention. This is instructive because the project operated in a social and political context where the benefits or achieved outputs for certain categories of stakeholders may impede or challenge the benefits received by other stakeholders and even affect other segments of society beyond project's beneficiaries. Second, the evaluation should be participatory in terms of consulting the stakeholders' objectives and ensuring that their views are taken into consideration. This is equally instructive to gain reliable information on attained benefits and their involvement in project activities from the design to the monitoring phase. Third, the evaluation must be sensitive to power relations when conducting interviews, group-interviews and FGDs. A full understanding of the context in which the stakeholders reside and work assisted the evaluation team to raise appropriate questions and undertake discussions where stakeholders enjoyed equal standing and felt free from fear or threats.

19. **The evaluation methodology aims to assess and evaluate outputs and outcomes achievement, or the extent to which attained outputs reflect the realization of the project's outcomes or objectives.**

The rationale for applying this methodology is to get an objective picture of the achieved outputs and outcomes of the project. The use of UNDP's six evaluation criteria ensures that the detailed evaluation questions and analysis provide reliable data and findings for interpreting the achievement of PTD's two outcomes and six outputs. Key questions related to the six criteria are used to frame the required data or information in each output of the two objectives.

⁶ Integrating Human Rights and Gender Equality in Evaluation: Towards UNEG Guidance, UNEG/G, 2011

Evaluation Criteria	Key Questions
Relevance Assessing compatibility between the project and national and local needs for conflict prevention and peace building	(1) To what extent PTD's expected outputs and outcomes are consistent with national and local-national policies and with the needs of the intended beneficiaries in the target areas? (2) To what extent has the project been responsive to changing development policy and needs during the PTD implementation period? (3) To what extent has the project been responsive to national and local political and social dynamics?
Appropriateness Assessing the cultural acceptance and social feasibility of the project	(1) To what extent is the project culturally acceptable and socially feasible within local context of the target areas? (2) Are the delivery methods of the project compatible with local culture and values? (3) To what extent is the project's gender mainstreaming compatible or in conflict with local culture and values?
Effectiveness Measuring the extent to which the intended outputs and outcomes have been achieved	(1) To what extent have the intended outputs and outcomes been achieved? (2) To what extent do observed changes in the two objectives relate to the results of project's activities and outputs? (3) Can the values of the changes be defined as positive or as negative?
Efficiency Moderately Assessing contribution of PTD's resources or inputs to the achievement of 6 outputs	(1) How have the project's activities made efficient use of resources and inputs to achieve the intended outputs? (2) To what extent has the partnership strategy of the project influenced the efficiency toward achieving the intended outputs?
Sustainability	(1) To what extent has the sustainability strategy of the project been developed or implemented,

<p>Assessing the extent to which benefits of the PTD initiative will continue after the project has come to an end</p>	<p>particularly referring to capacity development stated in the two objectives?</p> <p>(2) To what extent are suitable organizational-associational arrangements or networks of the projects' stakeholders actually in place and work?</p> <p>(3) To what extent are policy and regulatory frameworks in place to sustain the project's benefits or achieved outputs?</p>
<p>Impact</p> <p>Moderately assessing the extent to which observed changes in the two objectives relate to the project activities and the extent to which other interventions contributed to the observed changes?</p>	<p>(1) To what extent have changes been achieved, or been brought about by the project through a variety of interrelated activities?</p> <p>(2) To what extent have interventions of other entities (donors and non-governmental programmes) contributed to the attained changes in the two objectives of the project?</p>

20. **The six evaluation criteria are applied at both methodological and analytical levels.** The methodological use of the criteria guided the evaluation in formulating the required data and information, methods of data collection, activities and stakeholder mapping per output. Analytical use of the evaluation criteria assisted the evaluators to interpret findings towards formulating conclusions, recommendations and lessons learned. In short, the methodological approach was used to assess the degree of output achievement, while the analytical approach measured the contribution of the attained outputs to the project's objectives or outcomes. With both levels of criteria, this final evaluation ensures (1) the credibility and reliability of data and information (2) the credibility and reliability of the conclusions, recommendations and lessons learned. This part of the evaluation is mainly based on the results of intensive discussions through a FDGs and the Expert Panel at the CSPA Office.

Evaluation Methods

21. **Evaluation team** consisted of four field evaluators to undertake in-depth interviews, document collection, observation, and group discussions with PTD stakeholders in Maluku, North Maluku, Central Sulawesi and Jakarta. This field evaluation was carried out between 20th July and 14th August 2012 (roughly two weeks per target location). The field evaluators employed local assistants, mostly young lecturers and activists knowledgeable in PTD issues and stakeholders in the three target areas.

22. **Target locations.** This final evaluation uses purposive sampling to select target locations at district and village levels. This aims to obtain a comprehensive picture of PTD interventions in the target areas. There are two main reasons for selecting the target locations. *First*, the distribution of PTD activities, stakeholder mapping, and PTD output achievement in the target areas was based upon a desk study of various PTD documents, progress reports, annual reports, the mid-term report and other related information. *Second*, the accessibility of target locations for conducting field evaluations. This consideration was important for the sake of efficiency since the PTD project in the target locations (particularly in Maluku and North Maluku provinces) often operated in remote locations far from one another. Target locations for this final evaluation were the following:

Province	District/Municipality	Subdistrict	Village
Maluku	Central Maluku	Amahai	Amahai
			Soahoku
	West Seram	Waesala	Waesala
			Alang Asaude
North Maluku	West Halmahera	East Jailolo	Akelamo
			Tetewang
	Sula Islands	Sanana	Falahu
			Waibau
Central Sulawesi	Palu	South Palu	Kawatuna
			Petobo
	Poso	Poso Town	Kayamana
			Gebangrejo

23. **Key stakeholders consulted.** Key stakeholders or beneficiaries interviewed in this final evaluation were selected through purposive sampling. Having mapped out PTD activities per output and stakeholders involved, the evaluators were able to easily determine the key stakeholders or beneficiaries according to the following criteria: (1) the involvement of stakeholders in PTD activities; and (2) the capacity of stakeholders to provide credible information on PTD projects. Generally, key stakeholders consulted in each target location included provincial and district PMU, BAPPEDA, DPRD, government units (SKPD), academics from local universities, CSOs, local media, PTD facilitators, women and youth groups, village heads, community leaders, and villagers. While key stakeholders consulted at national level were the National Project Director (NPD), Coordinating Ministry of People's Welfare, Ministry for Development of Disadvantaged Areas, experts, former CPRU Senior Programme

Officer, Head of CPRU, CPRU's technical advisor, PTD Project manager, national PMU, UNDP's Governance Unit, research institutes and CSOs at national level involved in PTD project (see Annex 1).

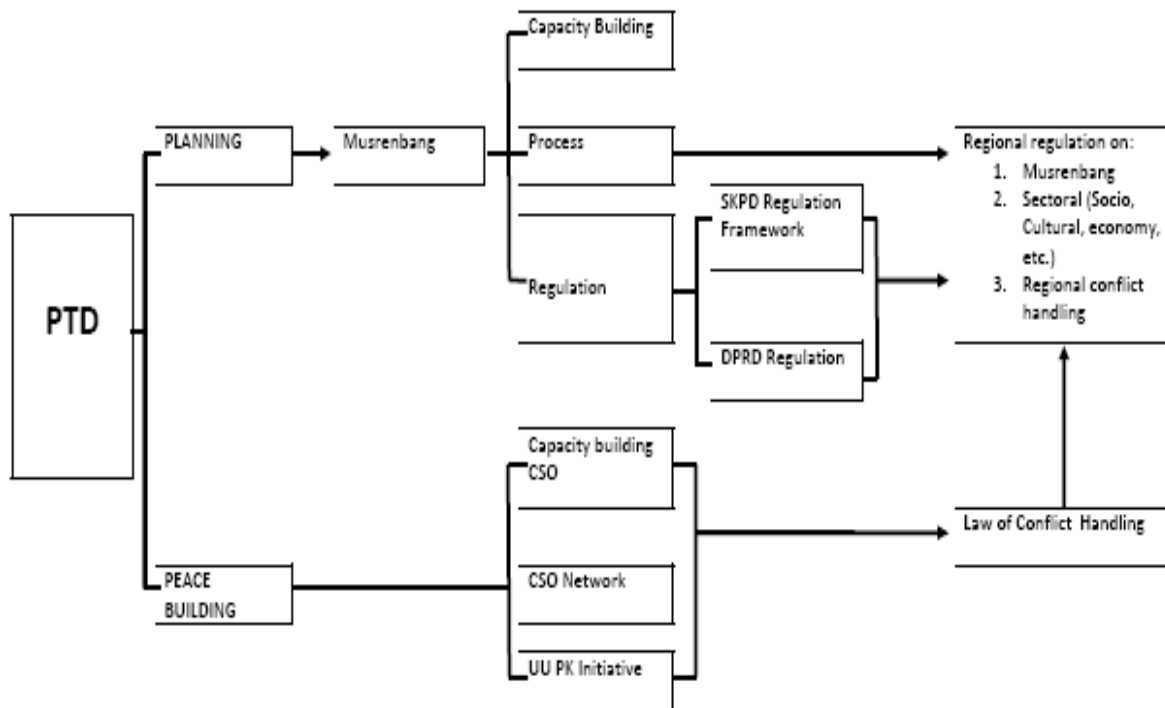
24. **Primary and Secondary Data Collection.** Considering that this final evaluation was conducted after the completion of the project, primary and secondary data contributed equally to the assessment and evaluation of the PTD project. Primary data was obtained through key informant interviews, group interviews and discussions, and field observations. Meanwhile, secondary data included PTD Project Documents, the PTDDA Project Document, Quarterly Reports, Semester Reports, Annual Reports, Final Report, Mid-Term Review Reports, CPAP, ADR-Indonesia, Project Products (modules, books), Project Financial Reports, and also Research Reports. Primary and secondary data were collected during two weeks of field evaluation (July-August 2012) in Maluku, North Maluku, Central Sulawesi and Jakarta (see Annex 2).
25. **Data Analysis, Synthesis and Report Preparation.** Coding and collating the compiled data increased data accuracy and translated them into selected units for analysis against key evaluation questions per criteria. The accomplishment of this analytical phase revealed patterns in evidence either by isolating important findings or by combining sources of information to reach a broader understanding of PTD achievements. In order to ensure the quality of the data analysis and synthesis, the evaluation team conducted serial thematic Focus Group Discussions (FGDs) and Expert Panels at the CSPS office. The CSPS' Expert Panel consists of three experts on governance, peace building and conflict management, and community development. The final report was drafted through intensive discussion among field evaluators and the Expert Panel for framing and analyzing evaluation results.
26. **Limitations.** There were two limitations identified during the evaluation process:
 - a. Regarding in-depth interviews with PTD stakeholders in villages and districts, the information obtained was often inconsistent and less than objective. This was due to (1) most of the stakeholders are now engaged with other donor projects, particularly the facilitators and CSOs, and seemed uninterested, even reluctant, to discuss former PTD activities; and (2) stakeholders' involvement in PTD activities was often disparate and consequently they were less able to comprehensively capture PTD's intended outputs and their contribution to outcome achievement.
 - b. Many former PMU staff at the province and district level were not available for interview since they had moved into other areas due to their work as state officials or NGO activists. This not only affected the planned interview schedule, but also the availability of project documents which had moved with the staff or were stored in inaccessible places. Though province and district PMU's annual reports and

workplans are accessible at the national PMU, most of documents and reports of the CSOs involved in PTD activities were absent due to the poor quality of local CSOs' databases and the fact that some of them no longer exist.

Findings

27. ***This section presents evaluation findings using the six evaluation criteria:*** relevance, appropriateness, effectiveness, efficiency, sustainability, and impact. Achievement, limitations and challenges were drawn from an evaluative assessment of agency, process and mechanisms. Throughout the presentation, Human Rights and Gender Equality dimensions of the intervention were also assessed and made evident, explicitly or implicitly, starting from project design, strategic framework, implementation of activities against results per output, including monitoring and reporting. The extent to which the project adhered to the two crucial dimensions of UNDP's human development framework is summarized in Section Findings on Cross-Cutting Issues.
28. ***The purpose of presenting evidence in this final evaluation is to illustrate the contribution made by the project towards conflict prevention and peace building.*** Findings related to the Planning Component (Objective I, consisting of Outputs 1, 2, and 3) are concentrated primarily on *mechanisms, process, and relations* that combine the strengths of different stakeholders in conflict-sensitive planning. For example, improved capacity of the stakeholders in conflict-sensitive development planning can be noted through better policy responses and more effective performance of the Musrenbang in preventing collective violence and reconsolidating peace in the target areas. Institutional mechanisms and regulations initiated by PTD in this component were assessed by the results of the intervention as well as supporting structures that will help sustain, improve and nurture the stakeholders' capacity in conflict-sensitive planning. In similar fashion, findings related to the Peace Building Component (Objective II consisting of Outputs 3, 4, and 5) illustrate achievements, constraints and challenges of PTD interventions in building/rebuilding trust between former conflicted communities, between interest groups, and between governments and civil society within the post-conflict areas and the fragile institutional and regulatory setting. The findings are drawn from the assessment of activities, processes, and institutional-regulatory mechanisms initiated by PTD.
29. ***Factual findings per evaluation criteria presented in this section are made possible by the evaluability of the PTD project.*** During the six years of its intervention, the project was guided by a well-defined programme design which was needs-responsive and context-sensitive. As seen in the graph below, the program design plan offered a guiding roadmap with a high feasibility for linking the results of the 6 outputs activities

to the 2 outcomes of the project. The diagram noticeably shows the linkage between PTD's two programme components, Planning and Peace Building, and their expected outputs. Furthermore, the achievements of the first component (CSPP) were sustained by the establishment of three main elements: (1) agency (capacity building), (2) mechanism (institutional-regulatory framework), and (3) process. The second component, Peace Building, was also supported by the three components. For more details, see the graph below.



Source: Concept and Implementation: Peace Building Guideline, 2005.

30. ***Evaluation of PTD project was also drawn from programme documents and reports produced during the project's lifetime.*** The evaluation team found detailed descriptions of outputs and their relation to outcomes in 3 programme documents (Peace through Development 2005, Concept and Implementation: Peace Building Guidelines, 2005, and the Technical Field Guide, 2006). In section II of PTD Project Document, the Results and Resource Framework highlights the following: (1) Two immediate objectives of the project were 'to support conflict prevention and long-term peace building through strategies to strengthen local governance capacity in conflict sensitive planning and through promotion of livelihoods development as well as the legal framework to support this'; (2) PTD's focus on Musrenbang is based on the recommendations of the Peace and Development Analysis assessment in which Musrenbang were seen as a 'significant opportunity to bring about effective development for peace'; (3) promotion of collaborative actions for developing common interests between key elements within local communities, civil society and government 'can potentially serve as the basis for an improved mechanism for conflict

prevention, recovery and sustainable peace'. In addition, with two implementation modalities, Technical Assistance and the Grant Scheme, the project is intended to enhance the conflict-sensitive capacities of government, civil society, and local community stakeholders at province, district, subdistrict, and village level in the targeted areas.

31. ***PTD intervention operated within two national contexts of bureaucracy reform and a rapid shift in government/civil society relations.*** Considering that PTD is both a *built-in* project within the government structure and an *in-between* intervention that connects local government and civil society, these contexts have influenced the achievement of the six outputs and the two outcomes or objectives. The project saw these contexts as both constraints to be resolved, and opportunities to be exploited. For instance, in order to empower the capacity of the villagers and village officials in conflict-sensitive planning, the project had to address weaknesses in the Musrenbang as mechanisms for participation and inclusiveness, as part of bureaucratic reform, while continuously providing technical assistance to upgrade their knowledge and commitment making use of the improved process and mechanism. This double tasking of the project clearly demonstrates its flexibility and responsiveness to the poor institutional setting as instruments and drivers for peace consolidation.
32. ***Operating from within the government structure (BAPPENAS-BAPPEDA), the PTD project has been given opportunities and benefits for results-oriented management as well as constraints, challenges and dilemmas.*** The evaluation team found that the project was very deeply embedded in (1) the nation-wide transition to democracy, (2) rapid local decentralization and (3) the remaining adversarial relations between government and civil society as post-reform legacy. Concerning the transition to substantial democracy, this is evident in the increasing power of the DPRD, with greater authority and political representation in development policy making. The evaluation team questioned the project's insufficient attention, either at programme design, annual workplan or implementation level, to political representation and the *Jaring Asmara* mechanism which is in urgent need of being relinked to executive-led Musrenbang. The reluctance of the legislative stakeholders to take an active role in the Musrenbang, as noted in quarterly and annual reports, is understandable because they perceive the mechanism is beyond their authority and responsibility, except through regularly-conducted *Jaring Asmara*. Results of interviews with several key NGOs and DPRD stakeholders also indicate that until the final years of the project, PTD was widely perceived as a local executive's project.⁷ In addition, the project's limited investment in capacity building in this area stems from the official statement in the PTD Prodoc, 2005 on Types of Activities That Cannot be Funded (Negative List).

⁷ Interview with Wiwik J. Rofiah (Deputy of DPRD Palu City), M. Masykur (PBHR), M. Marzuki (P4K Tadulako University), Soleman Daroel (PMU Central Sulawesi)

Throughout the description of the project (conceptual and logical framework) there is no mention of political representation, *Jaring Asmara*, or the role of political parties in conflict prevention and peace building.

33. ***The transition from PTD into PTDDA was well prepared and designed from 2010, two years before the project was completed.*** In the PTDDA Project Document (June 2012) and also interview results with key stakeholders from CPRU, it is clear that the PTDDA was building on PTD's achievements in four areas of intervention: Conflict Sensitive Planning (Musrenbang Plus), the Bill on Social Conflict Management, and the Conflict Prevention Framework of Action (CPF), and Community-Based Conflict Early Warning and Early Response System (CEWERS). The Project Document emphasises the distinct feature of PTDDA vs PTD; its focus on direct advocacy for conflict prevention and fostering resilient communities rather than just mainstreaming conflict sensitivity and strengthening overall capacities in peace building and conflict prevention. The PTDDA's focus on community resilience to crisis will be supported by institutional responsiveness and the strong partnerships between government, civil society and local communities generated by the PTD intervention. The distinct features of PTD and PTDDA can be seen in the table below.

Aspects	PTD	PTDDA
Development Planning	<ul style="list-style-type: none"> Solely focused on mainstreaming conflict sensitivity 	<ul style="list-style-type: none"> Enriched by the synergies between Conflict Prevention, Disaster Risk Reduction, Poverty Reduction and Access to Justice
Ultimate Aim	<ul style="list-style-type: none"> Strengthening overall capacities in peace building and conflict prevention 	<ul style="list-style-type: none"> Fostering resilient communities
Programmatic Approach	<ul style="list-style-type: none"> Generic approach in all target areas 	<ul style="list-style-type: none"> Localized and customised approach for each target area
Linkage between field implementation and policy formulation	<ul style="list-style-type: none"> Focused more on applied peace building initiatives (piloting and field implementation) 	<ul style="list-style-type: none"> Establishing linkages between the results of field implementation and the policy formulation process.
Common Framework for Conflict Prevention	<ul style="list-style-type: none"> Designed in the absence of commonly agreed framework 	<ul style="list-style-type: none"> Based on an integrated approach to conflict prevention, through a commonly agreed framework for action
Conflict and Development	<ul style="list-style-type: none"> Based on the universal relationship between conflict and development 	<ul style="list-style-type: none"> Focused more on the issues of uneven development in disadvantaged areas.

Source: Project Document, *Peace through Development in Disadvantaged Areas*, 2012

Relevance

34. This sub-section provides findings on the relevance of the PTD project. The findings are drawn from the answers to the main question on the extent to which PTD objectives and outputs are consistent with national policies, and the needs of intended beneficiaries in the target areas. The findings also include the extent to which the project is responsive to the changing development policy and needs as well as to national and local political and social dynamics during the PTD implementation period.
35. At national level, PTD's conflict prevention and peace building goal is in line with the Mid-Term National Development Plan (RPJM 2004-2009). In the plan the government stipulates three national development visions: (1) the realization of communities, nation and state, which are safe, united, harmonious and peaceful, (2) the realization of communities, nation and state which respect the law, equality and human rights, and (3) the realization of an economy that is capable of providing work opportunities and decent livelihoods as well as building a strong foundation for sustainable development. The two objectives and six outputs of PTD strongly reflect the central government's mission and national call for deepening democracy, bureaucracy reform and strengthening state-civil society relations.
36. The evaluation team found that the project's two objectives and six intended outputs were highly relevant in the context of Indonesia's transition to more substantial democracy and also the post-conflict context of building sustainable peace in Maluku, North Maluku and Central Sulawesi. Its core intention of making the local government (executive and legislative) more responsive to local community demands was undoubtedly desirable particularly given the ample evidence that one of the root causes of communal violence in the areas from 1999-2004 was the poor capacity and performance of the provincial and district governments in providing public services. Investing in capacity development of the local executive, local legislature and local citizens, including their network of reciprocity through Musrenbang process and multi-stakeholder forum, will have a long lasting impact on preventing the recurrence of communal violence arising from unresolved grievances caused by unjust development policies.
37. The peace building activities of the project were highly desirable in order to consolidate peace in the post-conflict settings of the three fragile target areas. During the project period, the local contexts of the target areas were highly dynamic. The decentralization and special autonomy policies and often spur competition between local power holders who have affiliations with former conflicting communities.

Elections for governor, regent or mayor, such as in North Maluku Province and Ambon Municipality provide incentives for certain power holders to invest in the violent mobilization of local groups. For example, in Falahu and Waibau Village of Sula District, violent incidents between youths often occurred and PTD's outreach activities helped reduce the tension.⁸ In Palu, peace building activities made a significant contribution to preventing violent conflict over natural resources management, borders, and issues relating to transmigration.⁹ This is also the case in the project's relevance in reconciliation and trust building among former conflicting villagers in Poso and Nunu-Tavanjuka. While in Western Seram, the activities helped reduced tension and resentment between local inhabitants and transmigrants regarding crop quality.¹⁰ Overall, the evaluation team found the range of PTD peace building activities with strong popular outreach was undoubtedly relevant as a response to local tensions. The activities were highly responsive to the continued call for community resilience to crisis particularly as voiced by local civil society.

38. During the life of the project, PTD facilitated the creation of an institutional/legal framework for advocating conflict-sensitive participatory planning via Musrenbang. The evaluation team found this needs-based intervention highly relevant in order to ensure the participation of less privileged segments of the local population, particularly women of lower social classes. The project's major attention to villagers, including village officials, was relevant largely because those living in remote villages are the most neglected and in need of capacity building. The establishment of a Peace Building Commission within the structure of the SKPD Forum and the introduction of Pre-Village Musrenbang are the two gap-filling breakthroughs in response to the unreliable commitment of government officials at district, subdistrict and village level.
39. Cross community livelihoods share equal relevance in providing alternative household income and nurturing social cohesion among villagers. In the post-conflict areas, economic livelihoods have generally been devastated and the villagers are garnering resources, property and new skills to improve their economic condition. Livelihood activities such as in West Halmahera, Sula Islands, Central Maluku, and Poso are perceived by the villagers as highly desirable. Though some of the activities are not sustainable due to external factors such as volatility of market price and lack of additional materials, tolerance and mutual trust have been successfully cultivated.
40. Law No 7/2012 on Social Conflict Management was perceived by all national stakeholders interviewed as relevant for conflict prevention promotion at national and subnational level. For the stakeholders from CPRU and the former National Project

⁸ Interview with Fahmi Fatgehipon (PMU, Sula Islands)

⁹ Interviews with Soleman Daroel (PMU, Central Sulawesi), M Hamzah (Gebangrejo Villager), and Dani Purnawinata (former Head of Gebangrejo village)

¹⁰ Interview with Kiky Samal (PB Officer, PMU Maluku)

Director of PTD, Component 1 (Conflict Prevention) was very relevant for furthering and deepening community resilience to crisis in the uneven development context.¹¹ In the view of other stakeholders, Component 2 of the Law (Violent Conflict Handling), bears equal relevance in order to regulate and manage the role of the police and military in de-escalating violent conflict.¹² Framed within the two points of relevance, the evaluation team shares these views with notable caveats as explained in the subsection Effectiveness of Output 6.

41. During the life of the project, the PTD forged networks of stakeholders at national and subnational level in the three target areas. For the evaluation team, this was highly relevant, particularly for strengthening civil society elements and enabling them to partner with the central and regional governments. Civil society trust in government is one of the prerequisites for good governance practices. Bringing nonstate actors closer to government affairs makes them more effective in advocating grass-root demands or in influencing state captured policy making in legislation and development planning.
42. The evaluation team found that PTD interventions took place in the context of a rapid democratization process with results that were often unpredictable and undesirable for peace consolidation. The evaluation team identified two pressing challenges in the target areas. First, violent incidents among groups of political supporters during the election period were evident. Second, political parties become the site for both power seekers and power holders, due to the increasing authority of political parties in selecting regent and governor candidates and in mobilizing supporters right down to village level through their organizational structure. The evaluation team suggests that the PTD should have paid attention to this situation. It would have been more relevant for democratic governance if the project had made a greater contribution to empowering women's political representation for conflict prevention and reversing the adversarial behavior of political parties. As reported by CPRU stakeholders and project reports, PTD facilitated and supported a number of workshops for women candidates to the DPRD, including capacity building in legal drafting. However, the evaluation team stresses the urgency of mainstreaming the conflict prevention agenda within the structure of political parties, particularly party officials from district down to village level, in the form of curriculum or modules for encouraging women's involvement in Musrenbang and *Jaring Asmara*.
43. There is ample evidence in the target areas of the poor performance of security and justice actors and how this breeds popular distrust and creates opportunities and incentives for contending political groups to use violence to further their political and

¹¹ Interview with Syamsul Tarigan (CPRU's Technical Advisor), Kristanto Sinandang (Head of CPRU), Suprayoga Hadi (National Project Director of PTD, Deputy V-Special Region Development of KPDT)

¹² Interview with Ichsan Malik (former Director of ITP) and Inosentius Samsu (Expert in National People Representative Board-DPR)

economic goals.¹³ Vulnerability to collective violence is related to the dynamics between insecurity/injustice, political exclusion and economic pressures. The CPRU stakeholders were told that PTD had consciously decided not to intervene in the security and justice sector in order to avoid duplication and overlapping with the Legal Empowerment and Assistance for the Disadvantaged (LEAD) project which operates in similar target areas.¹⁴ This originated from an assessment (Peace and Development Analysis-PDA) conducted in 2004. The results of the PDA in terms of Access to Justice were translated into the LEAD project and the rest became the domain of the PTD project. However, the evaluation team found that the LEAD project actually had different target locations. For the evaluation team, the challenge was not whether there has been a division of sectoral intervention but the extent to which existence and implementation of strategic partnerships might mutually strengthen the outputs achievement of both projects. It is suggested that in order to be more relevant, PTD should have included human security in their definition of security and justice issues, along with a strategy for the attainment of long term human development through the Musrenbang mechanism.

Appropriateness

44. This sub-section comments on the extent to which PTD is culturally acceptable and feasible within the local context of the target areas. The evaluation team asked whether programme delivery and methods were compatible with local culture and values, and the extent to which gender and youth mainstreaming were compatible or in conflict with local culture and values. It is also worth noting here that the evaluation team did not take the notion of *culture* as something traditional, unchangeable or immune to local social and political dynamics. In this sub-section, cultural acceptability is understood as a mixture of social and political support to PTD intervention and the extent the intervention also influenced the attitudes and behaviour of the stakeholders (villagers, government officials, members of DPRD, NGOs activists and facilitators).
45. The evaluation team found that PTD initiatives were culturally accepted in the three target areas. The introduction of Conflict Sensitive Participatory Planning (Outputs 1, 2

¹³ *Violent Conflict in Indonesia Study*, the result of six month's research by the World Bank in cooperation with CSPA-UGM in 2011, offers a framework for understanding current fragility in Maluku and North Maluku. The framework shows that the sources of the fragility and tension are the poor performance of security/justice actors, political investment in violence for electoral purposes, and social-cultural vulnerability to violence related to increasing unemployment and diverse conflicts over land and borders. Various incidents occurred during the lifetime of PTD project in the two provinces.

¹⁴ Interview with [Kusuma Adinugroho](#) (CPRU's former Senior Programme Officer) and Syamsul Tarigan (PTD's Senior Technical Advisor)

and 3), for instance, was deeply compatible with the social and cultural practices of *musyawarah*, sitting together to resolve problems or formulate an agenda for joint action, in the target areas, at province, district/municipality, subdistrict or village level. The evaluation team also found in interviews with the stakeholders that PTD's promotion of cultural or customary institutions and mechanisms was widely supported by the local governments, NGOs, local academic institutions, youth, women's groups and villagers. This was also the case with the use of cultural festivals and other events used to spread peace building messages to the broader public, which most of the stakeholders interviewed felt was entirely appropriate and worth replicating. In Maluku and North Maluku, PTD's peace building efforts were highly appreciated by the customary and religious leaders.

46. Public acceptance of PTD interventions was also indicated by the wide involvement and support of stakeholders at both national and local level. At national level, activities related to the drafting of the Bill on Social Conflict Management were supported by significant elements of civil society consisting of leading NGOs, state universities, research institutes, NGO forums, women's forums, and a number of committed individuals in the field of conflict management, peace advocacy, and conflict resolution.¹⁵ In the target areas, PTD's activities enjoyed remarkable support from a wide section of the local public. Stakeholder interviews show that this support was due to: (1) the practical approaches of the project which built on local practices and norms such as in the Peace Building Component, (2) the variety of activities which directly embraced less privileged groups within both the Peace Building and Planning Component, and (3) the variety of activities under the Planning and Peace Building Component that brought people of different backgrounds together.
47. Concerning youth and gender mainstreaming, PTD initiatives were widely supported by women and youth at district and village level as seen by their fairly high participation in various PTD activities. Palu City and Central Maluku are two target areas where women's participation was relatively high. A survey conducted by KPPA Central Sulawesi (2011) noted that 84.4 percent of women respondents believed that there was no constraint to women's involvement in political affairs. There was a significant increase in their support and participation in the Musrenbang process during the life of the project. PTD's efforts to include them in the process, particularly through the hard work of committed facilitators, were perceived as increasing their confidence to take part in public life. The evaluation team also found that women, are actually central figures in the social and cultural life of the communities. Their inclusion into the state arena such as Musrenbang through Pre-Village FGD exposed them to new experiences and challenges.

¹⁵ Interview with Kusumo Adinugroho (former CPRU Senior Programme Officer), Muhamad Marzuki (Director of P4K- Tadulako University), Lambang Triojono (former Director of CSPS-Gadjah Mada University)

48. Support for the PTD initiative from women's groups was most evident in the peace building activities of Output 4 and the cross-community livelihoods of Output 5. The evaluation team found that most of the activities under the two outputs were organized and joined by women and youths. According to the NGOs and village officials interviewed, their willingness and eagerness to participate stemmed from their familiarity with the proposed activities. The formation of women's and youth associations in response to PTD initiatives demonstrates their strong need to engage with cross-cutting issues and their experience in living with social and cultural differences. For example, the establishment and the functioning of *Forum Perempuan Lembah Palu* and *Libu* in Central Sulawesi, and also *Ina Ama* and *Wariwai Nayawa* in Amahai and Tehoru Subdistricts, evidences the commitment of the women's groups and youths to the downstreaming initiative of the PTD project. The forums not only dealt with peace building activities but also took an active role in development planning through Musrenbang.

Effectiveness

49. This sub-section comments on the extent to which project's six outputs have been achieved and the extent to which the achieved outputs contributed to the achievement of the two project objectives or outcomes. In other words, the extent to which observed changes in governance practice which is conflict-sensitive and peaceful conditions in the target areas are due to PTD activities. The evaluation team measured the changes and offers judgement of whether the changes are positive or negative.

Objective I

Strengthened Governance Capacity in Conflict Sensitive Planning to Support Long Term Conflict Prevention and Peace Building

50. The extent to which governance capacity in conflict-sensitive planning has been strengthened is measured by combining the results from Outputs 1, 2, and 3. In measuring the effectiveness of Objective 1, the evaluation team followed the logic of Project Document, that is, whether the mixture of achievements from the three outputs determined the achievement of Objective 1. In order to demonstrate its contribution to Objective 1, the strengthened capacity of provincial/district executive, legislators and citizens in CSPP and policy dialogue must be reflected in measured indicators of Good Governance, CSPP indicators, and Policy Dialogue. Good Governance indicators include the active participation of local citizens, transparency, and accountability which reflect the institutional responsiveness of the local governments. CSPP indicators consist of a conflict-sensitive approach and CSPP module, actual use of

CSPP (best practices), and active participation of marginalized groups, particularly women and youth, the existence and functioning of institutional mechanisms and regulatory frameworks to support CSPP. Policy Dialogue indicators include the Multi-Stakeholder Forum (MSF), the active role played by MSF in CSPP, and active involvement of NGOs, women and youth in the forum. Comments on the contribution of the three outputs to the achievement of Objective I will be presented in the Conclusion.

51. As part of the evaluation, the evaluation team found that the project documents gave insufficient attention to describing and measuring the contribution of the three outputs to the achievement of Objective 1. In the reports reviewed, the outputs' contribution to outcome attainment is briefly explained while outputs' achievement is sufficiently presented and described.

Output 1

Strengthened Province and District Executive Capacity

52. As stated in the Evaluation ToR and project documents reviewed, Output 1 is '*Executive Branches of Provincial and District Government Capacity of CSPP and Policy Dialogue Strengthened*'. In all project documents, the province and district executive as project's beneficiaries and stakeholders explicitly include: (1) Province BAPPEDA officials, Province SKPD officials, District BAPPEDA officials, District SKPD officials, Subdistrict officials, and Village officials including BPDs (Village Representative Board). These stakeholders were targeted so that: (1) 'The Musrenbang authorities are better able to implement a consistent and transparent development planning system based on the principles of good governance', (2) 'Other village institutions, such as BPD, are actively involved in implementing Musrenbang and deciding village development priorities', (3) 'BAPPEDA has an improved outreach capacity to ensure better public awareness of the Musrenbang process and related policies/legislation and regulations', and (4) 'New local Musrenbang regulations and procedures are in place'.
53. The evaluation team found in project documents (quarterly, annual and final reports) sufficient information regarding the problems, challenges and results of activities related to the achievement of this Output. In annual reports and the final report, for instance, the description of problems, results and challenges has been drawn from internal monitorings, surveys and input from the project's stakeholders. However, survey documents obtained provide only fragments of statements, tables and figures which do not provide a comprehensive view.
54. Of all the problems, challenges and results of the activities discussed in the reports, the evaluation team would like to stress an often identified absence: the *Jaring Asmara*,

the legislator-led mechanism for addressing grassroots demands and aspirations. The Final Report to the Government of the Netherlands states that: ‘There were two parallel mechanisms to capture people’s wants and needs. This created an ineffective and inefficient planning process because it was a duplication of effort. PTD also found that the legislature believed its decisions superseded the executive, which hindered cohesion between two bodies’. This was reiterated by CPRU stakeholders who said that Musrenbang must be strengthened as a conduit for various efforts in channelling aspirations.¹⁶ The evaluation team takes a quite different view that, in order to enhance and foster the governability of development policy making, *Jaring Asmara* should have been included from the project’s inception. The strategic significance of the Musrenbang during the life of the project should be located in the context of the rapid transition to democratic governance and policy making where the role of parliament is central and instructive. In other words, the focus on strengthening Musrenbang should be seen as pace-setter rather than the only permanent mechanism for channelling people’s aspirations. The investment in the capacity of the local legislators through CSPP should, therefore, lead to enhancing their main tasks of legislation, budgeting and representation of people’s interests. Moreover, strengthening the capacity of the legislators through this mechanism would help reduce the executive’s stranglehold over the Musrenbang mechanism process which has dominated development policy making since its introduction in 1982.¹⁷ Synergy between Musrenbang and the *Jaring Asmara* would enhance the achievement of Objective I and the three outputs in particular, because these two policy making modalities should be mutually reinforcing. As mentioned before, this would combine the good governance of Musrenbang and democratic governance of *Jaring Asmara*, as also suggested in UNDP’s Governance for Peace (2012).

55. Most of the stakeholders in the three target areas appreciated PTD’s efforts to make the Musrenbang process more participatory and transparent. Before PTD intervention, Village Musrenbang was rarely conducted in the target villages. The Project’s efforts

¹⁶ As reported by CPRU stakeholders, PTD is designed to empower the Musrenbang process which is basically under the responsibility of the executive branch of the government. The idea is to make Musrenbang the only official planning mechanism which is used by all stakeholders in the respective areas, including the legislature. It doesn’t necessarily mean that *Jaring Asmara* must be abolished, but the results of all mechanisms to channel people’s aspirations (including *Jaring Asmara*) must end up in the Musrenbang process. In other words, PTD promotes the idea of making Musrenbang the conduit of all efforts to channel aspirations. Thus, the capacity building of the legislature was directed toward that goal and no specific intervention was dedicated to empowering *Jaring Asmara*.

¹⁷ The establishment of Musrenbang in 1982 was a manifestation of bureaucracy-led development at a time when Soeharto’s military-style developmentalist regime was facing popular protests and discontent with the economic growth policy framework which benefited small groups of the middle class at the expense of the majority of the population. The establishment was also intended to: (1) concentrate policy making in the hands of the state’s bureaucrats and departments; (2) manage popular protests by channeling their aspirations for welfare through the bureaucratic command structure from villages to Jakarta; and (3) eliminate the role of political parties and parliament as a democratic vehicle for citizens’ aspirations and demands.

to engage the villagers in the process were highly appreciated as they made the local government, particularly village administrations, pro-active and responsive to the needs and voices of long neglected segments of village communities. In Palu City, for example, key stakeholders from the government, NGOs, universities and research institutes, perceive the PTD interventions in the target villages as a breakthrough in bringing the district and village officials closer to less privileged groups through the Musrenbang.¹⁸ It is also the case in West Halmahera where the villagers and facilitators repeatedly expressed their appreciation.¹⁹ According to them, since the PTD intervention began, the district and village officials, including BPD, have become more responsive to involving women and youth in the development planning process.

56. Through facilitations, training and workshops since 2007, capacity building of village officials and SKPD officials in CSPP has occurred gradually. The achieved capacities include awareness, knowledge and skills in the trained officials. At village level, village officials have been able to develop and formulate PERDES (Village Regulation) and RPJMDes (Village Mid-Term Development Planning) together with the villagers. While at district and province level, the government officials have been able to formulate SKPD's Renstra (Strategic Planning), Municipality Regulations, and Governor Regulations.
57. The evaluation team found that during the life of the project, PTD has developed innovative approaches to address gaps in the governance of Musrenbang, particularly at district and village level. To assist the local government to accommodate grass-roots aspirations, PTD facilitated the establishment of Pre-Village Musrenbang in the form of Focus Group Discussions (FGDs) in all target villages, and the Peace Building Commission of the SKPD Forum in Central Sulawesi Province, Palu City and Poso District. This innovative intervention was considered strategic for linking grassroots aspirations or development proposals to SKPD Forum's development priorities. PTD's intensive CSPP training for village officials and SKPD officials succeeded in equipping the trainees with the skills to use the pre-village FGD and the SKPD Forum.
58. Another innovation was the establishment of complaint mechanisms and bodies at district and provincial BAPPEDA in several target areas such as Palu City and West Seram. For example, BAPPEDA of Palu City initiated a complaint mechanism, called '*Masyarakat Bertanya, BAPPEDA Menjawab*', using SMS and regularly published complaints in local mass media (Radar Sulteng). However, this evaluation team found that the implementation was ineffective due to (1) its reliance on PTD's financial support, (2) the lack of a joint commitment between development stakeholders, and (3)

¹⁸ Interviews with Yabidi (Head of Kawatuna Village), M. Firman (facilitator), M. Masykur and Ferry Anwar (PBHR), and Neni Muhidin (Nosarara Nosabatutu Forum)

¹⁹ Interviews with Ridwan Wahid (PO Planning Officer, West Halmahera) and Fahrudin Tukuboya (provincial PMU, North Maluku)

its nature as an ad hoc mechanism.²⁰ The evaluation team also noted that, besides its innovative nature within district or municipality's executive structure, such approach should ideally be attached to the district and municipality's legislative structure. It is actually the task of the legislative branch to monitor policy making and policy outcomes generated by the executive.

59. The Musrenbang Plus Guideline was formulated in 2010, three years after PTD's intervention in good governance in the three target areas. The evaluation team notes that training for local executives in CSPP in the MP Guidelines started too late. It should have been developed and advocated in first two years of the PTD intervention in order to get CSPP approaches and messages embedded in the Musrenbang process. The officials at village and district level should have been familiarized with CSPP as early as possible. Moreover, content analysis of the Modules shows that CSPP components, including the procedures, share similar aspects of good governance in general, as seen in Government Regulation No 8/2008. These include the concept and definition of 'conflict-' and 'peace-sensitive development' which reflect PTD's generic approach to working for conflict prevention through development policy making. In all modules reviewed, 'peace sensitive development' covers the following elements: (1) active participation of all segments of the population in the overall development process; (2) involvement of all interest groups; (3) harmonious cooperation between stakeholders; (3) high satisfaction with the process; and (4) pro-poor policy responses and an increase in local people's capacity to respond to development challenges.
60. The evaluation team found that the regulatory framework (Perda on Development Planning System), initiated by PTD's stakeholders, is very effective. The regulations have been understood as binding regarding local legislator's participation and local executive responsibility for conducting more participatory, transparent and conflict-sensitive Musrenbang. Content analysis of the Perda shows that the functioning of the regulation will contribute to mainstreaming and shaping conflict prevention efforts through Musrenbang practices.

Output 2

Strengthened Province and District Legislative Capacity

61. As stated in the Evaluation ToR and project documents reviewed, Output 2 is '*Executive Branches of Provincial and District Government Capacity of CSPP and Policy Dialogue Strengthened*'. In the PTD Project Document, interventions for the

²⁰ Interview with Febri Waliulu (PTD, West Seram); interview with Neni Muhidin (Nosarara Nosabatutu Forum), Ferry Anwar (PBHR), and Dharma Gunawan (Head of BAPPEDA at Palu City)

realization of this output had two main purposes: (1) ‘*DPRD is able to correctly interpret Musrenbang related development priorities and make budget allocations accordingly, based on principles of good governance*’ and (2) ‘*DPRD performs an optimum controlling function in development planning at lower levels*’. It is obvious from project documents that PTD regards the core function of the DPRD to be legislation, budgeting and controlling development planning, according to the programme design and strategic framework. Indicators used in measuring the achievement of this output are the legislator’s commitment to take an active part in the executive-led Musrenbang, their active involvement in local legal drafting, and the existence of the Perda on Development Planning.

62. As mentioned in the PTD progress reports, the commitment of the local legislators to support CSPP has increased in most target areas. This was also confirmed by the legislative stakeholders interviewed.²¹ During the life of the project, participation of the legislators in PTD workshops and training slowly improved, but by the closing year of the project, the quality of their involvement remained fairly poor. Most of the legislators interviewed perceive Musrenbang as the responsibility of BAPPEDA and SKPD exclusively. On the contrary, the legislature prioritizes its own policy channelling mechanism, *Jaring Asmara*. They also mentioned that until now there had been no effort to to synergyze the results of *Jaring Asmara* with BAPPEDA-conducted Musrenbang.²²
63. During the life of the project, PTD’s project design did not take the aforementioned gap into consideration. It is understandable because PTD is a project built around BAPPEDA representing the local executive and directs its intervention into Musrenbang. Contrary to the argument that *Jaring Asmara* duplicates Musrenbang, as stated in PTD documents and reports, the evaluation team sees *Jaring Asmara* as another channel, one which gets insufficient attention from the PTD project. The neglect of *Jaring Asmara* results in a lack of confidence among the trained legislators as they are mobilized to enter into the executive arena of policy making. *Jaring Asmara*, as a missed opportunity of the PTD project, remains crucial to represent and channel grassroot aspirations, though it has so far not made a substantial contribution to local development policy planning in the target areas.
64. However, the enactment of the nine Perda during the life of the project, demonstrates the local legislator’s awareness and support for applying CSPP through the Musrenbang process. Though the Perda in general have no explicit CSPP component,

²¹ Interviews with Baharuddin Sappi (Head of Commission III DPRD, Poso District), Wiwik J. Rofiah (Deputy of DPRD at Palu City), Jufri Umasangaji (Sula District), Vin Baurara and Jalal Fara (West Halmahera), Saiful Ruray (North Maluku).

²² Interviews with Wiwik J Rofiah (Vice Head of DPRD, Palu City), Baharuddin Sappi (Head of Commission III, DPRD Poso district)

the regulations make positive contributions to several governance issues relating to conflict prevention such as gender responsive budgeting, mandatory rules for DPRD/legislative participation in Village Musrenbang, and instructions for accomodating at least 30 percent of Musrenbang generated proposals in the APBD (Local Budget). For instance, in West Halmahera's Perda on Regional Development Planning 2012, there is an explicit mention in sub-point 3 of Article 24 that members of the DPRD should participate as keynote speakers in the subdistrict Musrenbang which constitutes his or her electoral territory. Another sub-point in the article also mentions that the compiled results of sub-district Musrenbang are also channelled to the legislator for his or her reference in DPRD plenary sessions on RAPBD (Local Budget Draft).

65. Based on interviews with key informants, the enactment of the nine Perda in the target areas was influenced by the following factors:
 - a. Appropriate selection of participants in the legal drafting training such as in West Halmahera. Training at SKPD level has involved higher rank officials and is considered strategic for policy implementation and for undertaking the internal affairs of the SKPD²³
 - b. Personal connections between the district PMU and head of local parliament. Again in the case from West Halmahera, the District PMU, Chuzaema Jauhar, has good communication with the Head of the District's DPRD, Vin Baura. Their relationship began when they were students in Senior High School and proved helpful in strengthening interactions between the two institutions, particularly in drafting and enacting the Perda on Regional Development Planning in 2012²⁴
 - c. Strategic position of Perda initiators such as District PMU and the District's Legal Bureau in the case of Western Seram. In West Seram, PTD began facilitating the drafting of the Perda in 2010, and in 2011 the draft was enacted as Perda No 6/2011 on Development Planning System. Compared to the case of Central Maluku, this rather smooth process cannot be detached from the active role of the former District PMU who was then appointed as head of the District's Legal Bureau. In addition, this Perda is highly relevant for the district which was only established in 2003²⁵
 - d. Strong lobbying capacity of CSOs and MSF such as in Palu City. Most of the stakeholders interviewed in the area believe that the Palu City government, particularly BAPPEDA, has a strong commitment to development planning. The government encourages public participation. This is evidenced by the establishment of *Nosarara Nosabatutu Forum*, a multi-stakeholder forum for development planning that involves CSO activists, the business community, academics and other

²³ Interview with Ridwan Wahid (PO Planning, West Halmahera)

²⁴ Interviews with Chuzaema Jauhar (PMU, West Halmahera) and Vin Baura (Head of West Halmahera's DPRD)

²⁵ Interview with Emil Leatemia (PMU, West Seram)

sectors. The strong capacity of the CSO network and government commitment led to productive negotiations between the City Government and elements of civil society²⁶

66. Below are the nine Perda and two Perda drafts on Development Planning System facilitated by PTD in all target areas.

1	Perda on Regional Planning	Maluku
2	Perda on Development Planning System	Sula
3	Perda on Development Planning	Palu
4	Perda on Regional Development Planning	West Halmahera
5	Perda on the Institution of Sub-district	Palu
6	Perda on the Establishment of Perdes (Village Regulation)	Sula
7	Perda on Regional Development Planning	Poso
8	Perda on Development Planning System	West Seram
9	Perda on Development Planning System	Central Sulawesi
10	Draft Perda on Regional Development Planning	North Maluku
11	Draft Perda on Development Planning System	Central Maluku

Output 3

Strengthened Citizen's Capacity

67. As stated in the Evaluation ToR and project documents reviewed, Output 3 includes *'Citizen's Capacity at Provincial and District Levels for CSPP and Policy Dialogue Strengthened'*. The PTD Project Document sets out three targets for this output: (1) 'the community and CSOs have a strong bargaining position and maximize their substantive inputs into the Musrenbang process', (2) 'the community and CSOs comprehend and are engaged in the Musrenbang and development process', and (3) 'a public control mechanism is in place to utilize local resources'. In all quarterly, annual and final reports, the beneficiaries or stakeholders of this output are the villagers, district and subdistrict residents, facilitators, women, and youth in all target areas. To measure the capacities acquired by the beneficiaries, the indicators were active participation of villagers, women and youth, innovative approaches undertaken by facilitators, and the existence and role of the Multi-Stakeholder Forum.
68. Most of the PTD activities to achieve this output were workshops and training for village development cadres (KPM) or facilitators, capacity building for RPJMD drafting, and facilitation of skills in programming, reporting and managing APBDs.

²⁶ Interviews with Dharma Gunawan (Head of BAPPEDA, Palu City), Neni Muhidin (Nosarara Nosabatutu Forum), Muthmainah Korona (Director of KPPA Central Sulawesi), and Ferry Anwar (PBHR)

These activities involved women, youth, NGO activists, facilitators and MSF members. The evaluation found that these activities were conducted in all target provinces, district, subdistricts and villages.

69. PTD interventions in the villages succeeded in radically changing the Musrenbang from executive-dominated into a more participatory process. During the life of the PTD project, participation of local villagers in all target villages increased significantly with gradual improvements in their knowledge and skills. The evaluation's field findings through FGDs with villagers in West Halmahera, Central Maluku and Palu strongly confirm this achievement, where local villagers are knowledgeable and informed about development issues, the Musrenbang mechanism and executive policy responds.²⁷
70. Through the facilitator's reports, minutes, and results of interviews with the facilitators and village officials, the evaluation team heard that active participation of less-privileged segments of the villages, particularly women, had significantly increased in most target villages. Skills and knowledge gained through training and workshops had increased their capacity and willingness to take active part in the Musrenbang process. As they acknowledged, Pre-Village Musrenbang FGDs and the effective performance of the trained facilitators contributed significantly to this achievement. However, women's participation in North Maluku province was relatively weak until the final years of the PTD project.²⁸ It is generally considered that women's involvement in political affairs is unnecessary, and worse, women key informants in North Maluku province said that their participation is still constrained by local culture.

²⁷ FGDs with villagers and facilitators in Soahoku and Amahai (Central Maluku); Alangasaude and Waesala (West Seram); and interviews with Fahrudin Tukuboya (PMU, North Maluku Province), Ridwan Wahid (PO Planning, West Halmahera), and Silvester Wandan (PO Planning, Sula).

²⁸ Interview with Nurdewa Safar (Woman Activist of Daurmala NGO, North Maluku Province)

Story 1. Musrenbang Plus in Kawatuna

The practice of Musrenbang Plus (MP) in Kawatuna Village and in Palu City in general, has been effective in boosting grassroots participation in conflict-sensitive development planning. There are two practical elements of MP which were appreciated by the community. First, the Pre-Village Musrenbang Focus Group Discussion. This practice succeeded in increasing grassroots participation and representation in policy making. According to the village head and facilitators, the main purpose of the FGD was to gather the needs and aspirations of those who rarely participate in the development planning that affects their life. They include women, youth, people from the informal sector, and those who live in the forests far away from the village. It is through the MP that the peace and conflict issues they are experiencing can be addressed in the village development planning.

One of the best practices of Musrenbang Plus in Kawatuna Village was its success in relocating about 30 households living on Uentumbu Mountain into lower areas near the village. The mountain dwellers had lived by moving from one place to another and they were never involved in Musrenbang. As told by Muhammad Firman, MP facilitator in the village:

“Uentumbu Mountain dwellers never attended the Musrenbang because the meetings were held in the night or late in the afternoon. It takes five hours to get down the mountain to the Village Hall, so farmers couldn’t attend due to the meeting schedule. That is why FGDs had to be made more flexible such as conducting the meetings near their livestock pens. Sometimes the meetings were held around the small roads where the facilitators politely asked them for short meetings on their way back from the market to the mountain”.

Initially Uentumbu mountain dwellers were reluctant to be relocated. They were not confident enough to attend Musrenbang which were usually populated by the villagers. It was by employing new approaches, particularly making use of the needs-appropriating mechanism facilitated by PTD, that they were persuaded to build a residence. The houses were designed in consultation with the mountain folk and constructed by the government. So far, 30 houses have been built in one area of the mountain, supported with simple solar panels for electricity.

71. PTD’s focus on enhancing the skills of the facilitators in CSPP was strategic largely because the facilitators are the intermediaries who advocate for the villagers when dealing with district executives. Situated within a local bureaucratic culture which is less responsive to grassroots demands, the active role and outreach capacity of the facilitators was evident in many target villages. The evaluation team found their commitment and skills were impressive during discussions and in-depth interviews with them. This was one of the core elements behind the success of PTD’s intervention in target villages and subdistricts.

72. The Multi-Stakeholder Forum (MSF), initiated by PTD in all target areas, was another significant contribution to strengthening CSPP. Actually, the generic name of the forum is *Forum Peduli Pembangunan*, but in order to give it local flavour the forum took local names like Nosarara Nosabatutu in Palu City. The evaluation team found that through this forum, besides the PTD training and workshops, (1) the project stakeholders were enabled to raise their peace building aspirations and proposals during the Musrenbang process, (2) the functioning of the forum ensured that local development planning considered conflict-sensitive issues, and (3) the forum played an active role as the local government partner in policy dialogue regarding development activities beyond Musrenbang.²⁹

Objective II

Improved livelihoods through peace building efforts and increased economic opportunities supported by an appropriate legal framework

73. The extent to which peace building and social cohesion in the target areas was achieved was measured through a combination of results from Outputs 4, 5, and 6. In measuring the contribution of the three outputs to the achievement of Objective II, the evaluation team followed the logic of the Project Document, that is, a combination of the achievements in the three outputs determined the achievement of Objective II. Besides assessing the effectiveness per output, the evaluation team drew considerable attention to PTDDA's action plans for developing and advocating a conflict prevention framework. The framework places greater emphasis on community resilience to crisis and the extent to which the Law on Social Conflict Management is practically applicable as a legal umbrella for PTDDA's action plans building on the benefits of the PTD project.
74. The evaluation team noted that the statement of Objective II was used consistently in all project documents and reports including the Evaluation ToR. However, the statement makes it clear that the focus of this Objective is the improvement of livelihoods pursued by peace building efforts. Contrary to this, in the Project Document and interviews with two key informants from CPRU³⁰, developing cross-community livelihoods is an investment in peace building and social cohesion. The statement places livelihoods as the sole activity of the project under this objective, while, in fact, the characteristics and scope of activities under Output 4 and Output 6 are evidently non-economic. In order to avoid possible confusion in the evaluation framework and application of evaluation criteria, the evaluation team uses PTD's plan

²⁹ Interviews with Emil Leatemia (BAPPEDA, West Seram) and Ridwan Wahid (BAPPEDA, West Halmahera)

³⁰ Interview with Maja Suhud (CPRU Programme Officer) and Syamsul Tarigan (PTD Senior Technical Adviser)

as the lens through which livelihood activities supported by the project are intended to serve social cohesion, trust building and tolerance.

Output 4

Relationship of Trust Built/Re-built between Government Institutions, CSOs, Communities and Influential Individuals

75. In the Project Document and reports, Output 4 is used consistently. It is clearly mentioned that the ultimate reason for building/rebuilding trust among the parties draws from PDA's finding that local communities and civil society elements in the target areas have little trust in government institutions, perceiving them as ineffective, partial and uncaring. There are three stated targets within this output: (1) 'communities are better able to understand and implement principles of pluralism including mutual respect and common interest', (2) 'community groups and CSOs are capable of effective organizational management', and (3) 'at the national and local level an improved legal umbrella is in place for conflict management and resolution including, where appropriate, regulations on sectarianism and conflict management'. PTD interventions for achieving the output were through technical assistance and financial assistance (RFQ). In assessing the output achievement, the indicators used were NGOs promoting peace building, community involvement in peace building activities, and cooperation between civil society elements and local government in peace building efforts.
76. The evaluation team notes a shift in project design in which the third target of Output 4, legal umbrella for conflict management, is excluded from the output and becomes Output 6 in 2007 as developed in the project's logical framework and addressed in semester reports since 2008. This strongly reflects project flexibility in response to the progress of drafting the law on social conflict management, particularly when it succeeded in separating the conflict management content from the draft law on natural disasters in 2007. This flexibility also tells us about the project's understanding of how difficult it was to get a bill enacted, while continuing systematic efforts towards the enactment. Moreover, as reported by two of the initiators of the draft bill,³¹ the separation of the draft content from the natural disaster draft gave more space to accelerate the process toward enactment and created strong confidence among the PTD's stakeholders involved in the drafting process.
77. During the field-visit to the target areas, the evaluation team found that activities undertaken to achieve this output were numerous but actual results are not easily to

³¹ Interview with Kusuma Adinugroho (former CPRU's Senior Programme Officer) and Setio Utomo (former National Project Manager, PTD.)

capture and identify. The variety of the activities was due to different needs, problems and challenges in trust building/rebuilding at province and district level. Interview results with the province and district PMU show that the selection of the type of activity and which proposals were accepted were based on a needs-oriented assessment. However, in contrast, some of the stakeholders of NGO and academic institutions note that the selection process of several activities lacked transparency and SKPD-orientation, including those in Palu, Poso and Maluku Province.

78. Through interviews, documents and reports of district and province PMU, the evaluation team found that the involvement of various stakeholders, particularly women and youth, in PTD's peace building activities was remarkably high and is a strong indication of their growing awareness concerning the need for social cohesion, reconciliation and conflict prevention. Tolerance and recognition of cultural differences between religious-ethnic communities significantly increased, even though small scale incidents between communities broke out in Ambon and other target areas.
79. During the life of the project, the results of all peace building activities were as follows: (1) the transformation of local people from mere objects of post-conflict intervention into active agents of peace in all target areas, (2) mutual trust between stakeholder communities increased significantly, and (3) trust in the local government, including the police, is slowly improving. In addition, achievement of points 1 and 2 was confirmed to be a result of PTD interventions by most of the stakeholders interviewed.

Story 2. Gebangrejo Villagers and Reconciliation

Protracted violent conflict involving Christian and Moslem Communities in Poso has had deep rooted impacts on both communities that continue into the present. At the time of the conflict, many inhabitants decided to take safe haven in other villages of similar religious background. Gebangrejo Village is one of the villages in Poso District where most of its Christian inhabitants moved to other villages, particularly to Sangele Village. They left behind their houses, property and lands in Gebangrejo. Until now, only a few have returned to the village, while most of them continue to live in Sangele and remain fearful and afraid to go back home.

PTD facilitated a peace campaign and reconciliation between split communities of villagers. Moslem villagers in Gebangrejo undertook a peace visit to Sangele and held a peace rally. The core message of this event was that the Moslems were prepared to welcome the return of the Christians to the village - the Christians should not be afraid to return home to manage their land and property in the village.

This event was appreciated by all segments of society, including the district officials, inhabitants of other villages, youths, and women's groups. It was then followed up with the holding of various outreach activities such as the formation of groups and communication forums for youths, public figures and women in the two villages.

80. In order to maximise the impacts of the project's results overall, PTD, with the assistance of LIPI and ITP, developed CPF and CEWERS as tools and instruments for conflict prevention efforts. During the closing years of the project, training and other activities to mainstream these instruments were undertaken intensively in Ambon, Palu, Poso, West Seram, Central Maluku and North Maluku and Sula. The evaluation's content analysis of the instruments concludes that early warning and early response measures are well conceptualised and easily applicable, with a strong emphasis on community involvement. The instruments also allow room for local ways of resolving and preventing violent conflict. In this light, the evaluation team underscores the existing synergy of results between the achievement of Output 4 and Output 6. With the enactment of the law on Social Conflict Management, the effective trust building/rebuilding between NGOs, local communities and local governments in the target areas provides a solid basis for developing and implementing CPF and CEWERS by building on current partnerships between the entities.
81. PTD's focus on CPF and CEWERS is considered strategically effective in making use of the achieved trust building for the advancement of conflict prevention efforts outside the formal governance of the Musrenbang in all target areas. In several target areas, local regulations on conflict prevention have been enacted and early warning

community forums have been established and are actively functioning. Women's forums also play an active role in early warning activities such as in Poso. In West Seram and Central Maluku, the inclusion of customary institutions and mechanisms in the development of early warning system indicates their current and future engagement and responsibility for social cohesion and deepens the results of PTD's peace building activities as well. As argued elsewhere, progress in strengthening communities' resilience in crisis under the legal framework of the law becomes easier if PTDDA's action plan for conflict prevention is executed as early as possible in the first two years of project implementation. This suggestion is made in consideration of the rapid shifts in the PTD network of actors and commitments caused by the dynamics of political contestation and the growing rise of new local issues unrelated to peace building in the target areas. Momentum really matters.

82. Worth adding here is that CPRU-UNDP through PTDDA have built a substantive partnership with World Bank, BAPPENAS, Ministry of Home Affairs, Coordinating Ministry for People's Welfare and other responsible ministries in 'Forum Pemda Damai'.³² Activities of the Forum have already made significant progress in ten provinces, including PTDDA target areas, and strongly indicate the future sustainability of the PTD's legacy in conflict prevention in all target areas. Quite different in emphasis from the forum, the results of the PTD intervention in peace building have been the actual contribution of the project. These results are in need of more practical advocacy focusing on strengthening communities' capacity and active engagement in early warning and early response systems.³³
83. The evaluation team found that it is still not clear how the overall benefits of the activities under Output 4, particularly Conflict Prevention (CPF and CEWERS) and Peace Building, contribute to accelerating progress toward strengthening CSPP through Musrenbang (Objective I). One reason for this is that in most of the target areas, the networks of stakeholders in the activities under Objective I differ from networks of stakeholders under Output 4. Ideally, it would have improved the project's effectiveness and sustainability if the stakeholders remained fully connected within the two project components: CSPP and Peacebuilding. There is also a question about how to integrate CEWERS and CPF into the 'Musrenbang Plus' practice. Again, it would have made a difference to the achievement of Outputs 1, 2, and 3 if PTD had developed the instruments and integrated them into the PTD Musrenbang Modules from the inception of the project.

³² Forum Pemda Damai, local government forum for peace, consisting of ten local governments in conflict-prone provinces. Five of the provinces are PTDDA target areas along with West Kalimantan, Central Kalimantan, East Java, North Sulawesi and Papua.

³³ This finding was also confirmed in the interview with Syamsul Tarigan (PTD's Technical Advisor) and Kristanto Sinandang (Head of CPRU)

84. The evaluation team also noted another challenge for PTDDA was PTD's insufficient attention paid to bolstering the conflict prevention capacity of security actors. In the project's design and framework as well as in activity implementation under this output, security sector institutions such as the police and military in the target areas were not included, either as beneficiaries or stakeholders, and were supposed to be addressed by the LEAD Project. This is problematic for three reasons: **First**, the situation analysis in the Project Document explicitly concludes that people's trust in security institutions is very weak. This distrust is due to (1) the failure of the institutions to reduce communal violence, (2) their partisanship and (3) the living memory of local people of how security actors commercialised their security tasks, often making the locals more vulnerable to violence and expulsion from homes and villages. This should have encouraged the project to target security institutions as beneficiaries and stakeholders. **Second**, during the life of the project, local police in the target areas gradually reformed and improved their capacity through the nation-wide introduction of community policing. The establishment of forums for police-community communication also stems from this policy. Ideally, PTD could have benefited from this positive trend by shifting its focus on civil society and local communities to what was taking place within police institutions. **Third**, PTDDA's mission of developing and advocating a conflict prevention framework of action requires the active involvement and improved capacity of the security actors. For example, in the CEWERS Module initiated by PTD, police and military are responsible for early warning and early response systems. Much of the project's work is to be undertaken by the the security actors, particularly by training and workshops.
85. Another project achievement under this output was the growing awareness of the younger generation concerning the benefits of tolerance and the recognition of cultural differences. Through training of trainers for junior and high school teachers, PTD enhanced the capacity of the teachers to promote peace building. PTD also facilitated the creation of a Governor Decree on Multicultural Education in Central Sulawesi, a City Municipal Decree in Palu, and a City Municipal Regulation in Ambon. However, some stakeholders consider these efforts less than effective due to the lack of support from the National Ministry of Education and the lack of commitment from the Education Bureau in the provinces and districts.

Output 5

Cross Community Livelihoods Projects in Waste Management and Sago and Bamboo Production that encourage cross community intervention funded and up and running.

86. As stated in the Evaluation ToR, Reports, and Project Document, the description of Output 5 remains consistent. The evaluation team found that livelihood activities initiated by PTD are not limited to the Sustainable Integrated Waste Management System in Ambon and Sago and Bamboo Production, but also include a variety of

economic activities in all target areas such as Seaweed harvesting, Nata de Coco, Fish Abon, Soy Sauce, and Banana Crackers. PTD intervention for the realization of this output was by financial assistance and technical assistance. In this evaluation, the indicators used to measure its effectiveness are the contribution to peace building, social cohesion, synergy with Musrenbang process, and the role and involvement of villagers, particularly women.

87. In the post-conflict setting of the three target areas, economic livelihoods were generally devastated and remain underdeveloped due to geographical isolation. Most households live at subsistence level. PTD's efforts to improve economic livelihoods were considered strategic in promoting social cohesion and reconciliation on a daily basis. Project interventions to achieve the output include financial assistance and supervision, technical assistance, and advocacy.
88. At the level of project design and actual implementation, the evaluation team found that livelihood activities demonstrate a strong connection between CSPP and Peace Building components. The activities originated from village Musrenbang processes, and strongly reflect local needs and ownership. In Musrenbang, villagers discuss and make decisions about their joint livelihood activities and they conduct the activities, financed by PTD. They have learned to work together regardless of ethnic-religious differences, as well as political cleavages such as in Akelamo Village, West Halmahera.³⁴
89. Most of the stakeholders, particularly villagers, benefited from these activities as alternatives to their existing income sources. For instance, through FGD with selected villagers in Akelamo and Tetewang Village of West Halmahera, seaweed harvesting was highly appreciated and considered an alternative to their incomes when the activity took place in 2007-2008. Similar results were achieved with Sago and Fish Production activities in Hatuhene and Mosso villages, Central Maluku.
90. However, the evaluation team underlines comments from some stakeholders who consider the livelihood activities were less effective due to the small funds per activity which could not support the sustainability of the activity after the project intervention ended. Again, in the case of seaweed harvesting in Akelamo and Tetewang, Kao Bay has been polluted for years by tailings from Nusa Halmahera Gold Mine (NHM). A

³⁴ Six villages in East Jailolo, including Akelamo, have until now been discussed and treated as a source of contestation between North Halmahera and West Halmahera. Basically the conflict is the living legacy of communal violence in early 2000 in Halmahera Island. Administrative dualism has resulted in the establishment of two versions of village government and divides the villagers into two contending groups, one group affiliated to West Halmahera District and other affiliated to North Halmahera District. Until now, no final solution has been found that is mutually acceptable, except for a number of provincial and district regulations which repeatedly exacerbate the tension.

workshop involving NHM had been set up by West Halmahera's PMU but no representative of the mine attended the meeting.³⁵ It would be more effective, if PTD had also involved the mine as a responsible stakeholder in this activity, particularly because the mine and its CSR methods have been a root cause of conflict among the villagers.

91. Women's involvement in the activities was high, especially in sago and tuna fishing home industries, such as in Hatuhene and Mosso. Female villagers were able to run the activities not only for household consumption, but also for business. Furthermore, through this opportunity women not only gained technical skills, but more importantly, self-confidence and respect from their local community.
92. The success of the activities is also attributed to the task-sharing between PTD's financial assistance and the technical assistance provided by the district's Industry and Trade Department, and also the active role of BAPPEDA. In the case of Palu, the role of BAPPEDA was effective in managing donor-sponsored livelihood activities under *Program Daerah Pemberdayaan Masyarakat - PDPM* (Local Programme for People's Empowerment). Through the task-sharing, PTD-sponsored activities were effective since this synergy prevented any overlapping of activities in the target areas and managed the coordination between donor interventions.
93. All livelihood activities supported by PTD were highly effective in promoting peaceful coexistence. Trust-building and social cohesion were cultivated through the active engagement of stakeholders, particularly women, as networking figures at village and subdistrict markets. In the case of Central Maluku, these livelihood activities contributed to the re-integration of Christian and Moslem communities.³⁶ It was also the case in Akelamo in West Halmahera District where seaweed plantations successfully promoted social cohesion between two different groups in the village as well as with neighboring villages.³⁷ As summarized in the words of Taif M. Jae, head of Akelamo Village from the pro-Halmahera side, "Seaweed plantations make two groups (pro-West Halmahera and Pro-North Halmahera) tolerate each other and live in peace".

³⁵ Interview with Ridwan (PO Planning, West Halmahera)

³⁶ Interview with Taslim Samual, Director of Lembaga Karya Anak Bangsa, officer of district PMU's PO Planning and Peace Building.

³⁷ Interviews with Bobby Jumati, former head of East Jailolo 2006-2009, and Taif M. Jae, head of Akelamo Village

Story 3. Seaweed unites villagers in the coastal area of Kao Bay

In 2007, PTD of West Halmahera introduced farming plantations in Tetewang and seaweed plantations in Akelamo. Seaweed harvesting began with the formation of groups among villagers, the planting of seaweed seeds, joint harvesting, and training to process seaweed into food and drinks. The plantation took place in a village where the villagers have for years split into two versions of village government, one affiliated with North Halmahera and other with West Halmahera. At the inception, the plantation activity was resisted by one group who blocked the road to the coast. This incident was reported to the police but then resolved through customary methods.

Later on, the plantation went smoothly and both groups, including those from other villages, interacted to mutual benefit, according to Bobby Jumati, head of East Jailolo Subdistrict at the time, “there were buyers from neighboring villages who bought the seeds in Akelamo. Friendly interaction occurred between villagers and the buyers planted the seeds in their coastal area”. Another testimony comes from Taif Djae, head of Akelamo Villager (pro-West Halmahera version), “the plantation has got people from different affiliations together. They (pro-North Halmahera) bought our seeds and we gave them the seeds”. During harvest period, both groups, men and women, went to the sea, and the harvesting was also attended by the district regent. They cooked and ate fish together, accompanied with traditional music to celebrate the gathering. It was reported that the harvested seaweed reached one ton.

Training for women, mostly housewives, commonly known as ‘ibu-ibu’ (mothers), has enabled them to process the seaweed into drinks and foods (called ‘dodol’ and ‘bakso’). Results of seaweed harvesting were also publicly shown during a development exhibition in Jailolo, capital of the district. But after the event, they could not continue producing the drinks and foods. Aminah Syamsudin, member of the women’s group, said that they were not able to continue due to the lack of materials. At the time of training, most of the materials came from Java. It is also mentioned that seaweed plantations are very dependent on weather. Big waves often harmed the seeds in the plantation location. Quality of sea water has been decreasing for years due to the pollution caused by mine tailings. All this resulted in poor quality of the harvested seaweed.

As reported by the villagers, the plantation increased the household income of the members of the groups, but when market prices decreased, the price of the seaweed necessarily decreased. In 2009 and 2010 there were efforts to continue the plantation through an initiative by students of Gadjah Mada University who visited and assisted in six villages of East Jailolo Subdistrict. Technical assistance came from BAPPEDA while seeds were provided by the District’s Fishery Department in the form of financial assistance up to Rp 250.000 per household. But later on, Akelamo villagers believed the plantation was unable to support their economic life. Support from the district government was insufficient to sustain the support. However, for most of the villagers, though the activity was not sustainable, it made them reside in peace and harmony.

Output 6

Draft UU and three Draft Regional Level Legal Instruments on Strategy for Conflict Resolution and PeaceBuilding

94. As stated in the Evaluation ToR, Output 6 is “*Draft UU and 3 Draft Regional Level Legal Instruments on Strategy for Conflict Resolution and Peace Building*”. The evaluation team found this output first mentioned in Sixth-Monthly Report (July-December 2008). As mentioned elsewhere in other sections, project reports before 2008 do not include Output 6 as it was introduced into the project’s logical framework in 2007. To measure the effectiveness of this output, the evaluation uses indicators such as the content of the law, its feasibility as the legal framework for PTDDA’s focus on Conflict Prevention Framework for action, and civil society engagement.
95. The enactment of the Law No 7/2012 on Social Conflict Management on 11 April 2012 is the most remarkable achievement of PTD’s stakeholders at the national level. The enactment was ahead of schedule (it was mentioned in CPAP 2011-2015 to be passed in 2014). The evaluation team found that the existence of the Law makes the implementation of the PTDDA workplan more feasible in coming years. Conflict prevention, which is the core mission of the PTDDA, will be broadly framed within the outreach scope of the Law particularly the first component, Conflict Prevention. The project was given more space to foster action plans for conflict management and conflict prevention either at national or subnational level. Implementation and institutionalization of CEWERS and CPF will be more effective due to the law’s instruction for the state departments to be responsible in advocating and executing early warning and early response systems.
96. The Law has three interrelated components: (1) Conflict Prevention, (2) Violent Conflict Handling, and (3) Post-Conflict Recovery. These components clearly reflect the inclusion of three crucial elements and phases within the conflict management framework based on the widely agreed conflict circle model. The first component, *Conflict Prevention*, has four interrelated elements, namely, (1) sustaining peaceful conditions in society, (2) developing systems for peaceful conflict settlement, (3) overcoming potential conflicts, and (4) developing early warning systems. Focus on early warning and early response are by involving and mobilizing all responsible entities including, most importantly, local communities and customary institutions. The evaluation team found that this component combines elements of good governance in policy making and crucial elements of security sector governance such as the involvement of police and military in the conflict prevention framework. There is strong recognition of the urgency of understanding and addressing the root causes of violent conflict that reside in unjust government policies and poor development planning. In this first component, explicit mention of conflict across administrative

borders (district, village) and conflict over natural resource management shows strong relevance to the current sources of conflict related to the practice of decentralization and local autonomy (which gives more authority to district government). The second component, *Violent Conflict Handling*, comprises mechanisms for ending physical violence, establishing a state of violent conflict, undertaking emergency intervention to protect victims of the conflict and regulating mechanisms or procedures related to the temporary involvement of military forces in ending the violence. Third Component, *Post-Conflict Recovery*, consists of reconciliation, rehabilitation and reconstruction.

97. The evaluation team found that the enactment passed through a long process of drafting, with key persons from CPRU, BAPPENAS and partners in leading national universities committing their expertise and influence. The initiative for the drafting actually began in 2000 in response to (1) the quick spread of communal violence in five provinces and (2) the failure of the state institutions, particularly police and military, to prevent the spread of violence and the poor law enforcement. The urgency of the drafting in the early 2000 arose in the crucial period when public discourse over POLRI-TNI separation was at its peak. Placing military affairs under civilian control was the guiding principle that led to the substantive sharpening of the draft into the issue of social conflict management.
98. Successful enactment of the Law in 2012 was made possible by the scaling up of the drafting process within one decade. The process passed through five phases as follows: Deliberation-Formulation (2000-2005), Consolidation (2006), Designing (2007), Finalization (2008), and Socialization (2009). This activity design helped PTD in terms of resource mobilization, a timeframe for action, building a coalition of civil society and state actors, and adapting to the changes in national priorities of the legislation board of National Legislature. Results of interviews with several key stakeholders who were intensively involved in the process offers solid and consistent information on this issue.³⁸ One crucial breakthrough was the separation of drafted content for social conflict management from the Bill on Disaster Handling in 2007, which had been together since the initial drafting in 2004. The separation made the drafting process more efficient and effective because it enabled the stakeholders to focus on revising the draft without linking the latter to natural disaster management.
99. The evaluation team found that a crucial factor behind the success was the sustained involvement of nation-wide elements of civil society. There were three civil-society coalitions that steered the drafting, namely, P2I—Perhimpunan Perdamaian Indonesia (Indonesian Peace Forum) between 2007 and mid-2008, PID, *Perhimpunan Indonesia*

³⁸ Interviews with Kusuma Adinugroho (former CPRU Senior Programme Officer), Setio Utomo (former National Project Manager of PTD), Abdul Harries (Project Officer PTD National PMU), Ichsan Malik (former Director of ITP), Lambang Trijono (former Director of CSPA-UGM), and Inosensious Samsul (expert in the National Parliament)

Damai (Indonesian Forum for Peace) and KPPI-Koalisi Pegiat Perdamaian Indonesia (Coalition of Indonesian Peace Workers) between mid 2008 and 2010. Members of the coalitions included leading state universities, peace and conflict research centers, and leading national CSOs. The involvement of more than 80 NGOs and 10 state universities was highly strategic in providing PTD with qualified input via academic drafts, public support and moral legitimacy. Also worth mentioning was the active role of influential individuals such as PTD's National Project Director and other key officials in BAPPENAS, Ministry of Home Affairs, Coordinating Ministry for People's Welfare, and the Defense Ministry.

100. However, the evaluation team found that a few months before and after the enactment of the law, growing public discontent and criticism arose regarding the content of the law.³⁹ Various elements of civil society formed coalitions which not only questioned the content but also rejected the enactment. Their rejection relates particularly to the second component, Violent Conflict Handling, which was perceived to allow the return of a military-style approach in managing violent conflict. For example, the Coalition of Civil Society Against the Enactment of the Bill on Social Conflict Management,⁴⁰ argued against the law on several key issues such as the restriction of the role of mass media or journalists in times of violent conflict, the role of military assistance in the second component when there is no enacted law on military assistance, and the assigned authority of the district regent and governor to determine the state of social conflict which is against the constitution which states that the authority belongs solely to the President. In addition, the coalition also questioned the definition of social conflict used in the law. The definition was perceived as too broad to include social protests resulting from popular grievances against unjust government policies.
101. The evaluation team found that the public protest and criticism revealed the limitations in the PTD's mainstreaming of the draft during the socialization phase. It should be noted that, as mentioned in documents on the drafting process and by CPRU stakeholders, socialisation of the draft bill took place via public consultations in a number of provinces and cities. However, discontent among leading NGOs indicates insufficient mainstreaming. The problem arises from efforts to clarify and mainstream the content of the law and how the law integrates three crucial components that characterise social conflict. This is instructive for having a common platform of understanding among civil society elements and guiding the translation of the law into

³⁹ KOMPAS and TEMPO are two national daily newspapers which covered the protests and criticism from early 2012. The criticisms are easily found in internet based news. For instance, if one searches the topic with *Google*, most of the information available is about the protests and criticisms from elements of civil society at national and local level.

⁴⁰ The coalition consists of leading national NGOs for human rights advocacy such as IMPARSIAL, KONTRAS, IDSPS, ELSAM, HRWG, INFID, ICW, LESPERSI, YLBHI, RIDEP Institute, LBH Jakarta, WALHI, and KPA.

lower regulations such presidential decrees, government regulations, ministerial decree and local regulations. According to several PTD key stakeholders, most of the human rights CSOs which were against the enactment are too strictly focused on preventing military intrusion into the domestic affairs of the nation. For the stakeholders, the second component was urgently needed to regulate police and military interventions when handling violent horizontal conflict, while the CSO's understanding of the law draws from quite different lessons learned within the frame of state-society relationships. For the CSOs, the law interrupts unfinished security sector reform, while for PTD's stakeholders, the law was intended to ensure that the police and military effectively handle communal violence based on lessons learned from their failure to subdue previous violent conflicts in Maluku, North Maluku and Central Sulawesi during the period between 1999 and 2004.⁴¹

102. During the life of the project, PTD facilitated the formulation of three draft Perda on conflict management and early warning systems. However, at the project's completion, there were no signs that the drafts would be enacted in the near future. In the target areas, such as in West Halmahera, Sula, Palu and Poso, civil society forums and NGOs showed decreasing commitment to influencing the local legislature to enact the drafts. The stakeholders interviewed mention three crucial reasons behind their decreasing commitment: insufficient funds to finance their efforts, decreasing commitment to safeguard the process, and the changing position of key personnel.⁴²

⁴¹ Special interview with Ichsan Malik, one of the founders of BakuBae, a well known forum for reconciliation and peace building which took an active part in de-escalating communal violence and undertaking peace building efforts in Maluku since early 2000.

⁴² Interviews with Sonya Mail; Ferry Anwar (PBHR, Palu City); Muthmainah Korona (KPPA Central Sulawesi); Hikmansyah (BAPPEDA of Poso District); Budiman Maliki (LPSM, Poso)

Story 4. Wasahe Forum: An Unfinished Initiative in West Halmahera

Calls to reconcile communities in a culturally sensitive manner were the driving spirit behind the creation of the Wasahe Forum. The Forum also marked the last days of the PTD project in West Halmahera. Beginning with training on Early Warning Systems (EWS) and then followed up with Training for Trainers, the Forum enjoyed strong support from a variety of elements including customary institutions, religious institutions, and the district government. Members of the Forum included representatives of women, youth, Christian youth and Moslem youth, and customary elders. They were the participants in the EWS training.

Since its inception, there were high expectations of the forum. Tamher, representing the religious community in the District, stated explicitly that ‘Wasahe Forum was originally a means to implement the mission of the PTD’. While Sonya Mail, representing the District Government, highly appreciated training she received. For her, the training and ToT were very effective in informing and tracking trends in the conflict situation in West Halmahera. Hopes of being a facilitator also arose from being involved in the training.

The launch of the forum was held in August 2010, attended by the Regent of the District. The structure of the forum included district and subdistrict coordinators. Later on, there was a disagreement about the internal structure of the forum. Attachment of the Forum’s Secretariat in the District’s BAPPEDA was seen as vulnerable to cooptation. There was a request that the Forum should exist outside government structure, financially self-reliant rather than dependent on public funds. This dispute was not resolved and eventually ended the forum. In addition, the head of the District’s KESBANGLINMAS Bureau moved to another position within the government. This was also the case with head of the District’s BAPPEDA who was once very supportive of the forum. The change of key personnel in the government structure, and the unresolved disagreement among the members brought the Forum to a deadlock, leaving no signs of revival at the completion of PTD’s intervention in the District.

103. Moreover, the evaluation team found that the local legislators were less enthusiastic about prioritizing the drafts in their legislation agenda. Due to a lack of public support and pressure, for the time being the draft is still with the Legislation Board (Baleg) of Provincial DPRD’s such as North Maluku without further action from the parliament members. In Maluku and North Maluku Provinces, for example, the Perda Draft on Early Warning System had been drafted since 2009 by a team of five representatives of NGOs and local universities. The team worked for six months and came up with an academic paper along with the draft. In 2010, a public hearing or socialization event was undertaken before being brought into Balegda. However, there has been no sign of progress toward enactment. The stakeholders also mention that participation of local communities and NGOs in the public hearing was less than that of local government

officials.⁴³ This was also the case in Poso and Palu where the draft Perda on conflict management remains with the Baledga. While in Poso and Palu, stakeholders interviewed from BAPPEDA and DPRD considered the draft less urgent and argued that conflict prevention through development policy-making is far more desirable.⁴⁴

Efficiency

104. This sub-section provides general comments on the extent to which PTD's resources, expertise, and coordination contributed to the the achievement of the six outputs and two outcomes of the project. The evaluation team assessed the general efficiency of activities under Objective I such as financial and technical assistance related to CSPP, and activities under Objective II such as livelihood activities.
105. The evaluation team found that in 2006, PTD activities were not supported by external donors. With the limited budget provided only by UNDP, PTD was still able to run capacity building activities throughout the year, particularly capacity building of PMU staff at provincial and district level. From the first semester of 2007, the project received sufficient funding and started undertaking activities based on the programme integration plan and annual workplan. However, the evaluation team found that during 2006 there was no systematic assessment conducted by the National or Provincial PMU to get a reliable picture of the specific needs and context of the target areas, particularly target villages. As explicitly stated in the Project Document, it was the task of the Provincial and District PMU to conduct the assessment, but the evaluation team obtained no documents or reports of the assessment from provincial or district PMU staff.
106. The selection of PTD target areas challenged the efficiency of the project. While seeking to meet urgent needs in conflict affected communities, PTD seems to have been over-ambitious because these target villages were logistically difficult to reach. For example, the selection of Ibu Subdistrict in West Halmahera and East Mangoli Subdistrict in Sula District. The logistics affected management efficiency not only due to costly transport of staff and materials, but also regarding the realization of planned activities.
107. At managerial level, the diverse activities of PTD created internal pressure on the Provincial and District PMUs. In terms of planning, monitoring and reporting, the staff

⁴³ Interviews with Safrudin Oesman (Muhamadiyah University, North Maluku); Inrico B Pattipeiluhu (Istana FM radio); Warni Belu (Kanjoni Foundation, Maluku) ; Jemmy Talakua (UKIM, Maluku)

⁴⁴ Interviews with Dharma Gunawan (Head of BAPPEDA, Palu City); Wiwik J. Rofiah (Deputy of DPRD, Palu City); Ferry Anwar and M. Masykur (PBHR)

were overloaded and this limited opportunities to deal with substantive matters. In the provincial and district financial reports and their annual workplan documents, there was no reliable information or indicators for the link between outputs and outcome achievement, or indicators to measure the progress towards outcome attainment. Another managerial challenge was the high staff turnover in Provincial and District PMU in several target areas. In Sula District, for example, one Peace Building Officer in the Project Management Unit was replaced four times during the four years of the PTD. While in most of the target areas, the role of the Steering Committee was not optimal due to the concentration of managerial authorities in provincial and district PMU, such as in Maluku Province; and SC membership was dominated by SKPD officials who exerted greater influence on PMU's decision making. In Poso District, for instance, the SKPD's stranglehold over the PMU resulted in too many SKPD-based activities facilitated by PTD.⁴⁵

108. Though the PTD project gained sufficient support from various international donors, the partnership with other donor projects was limited at district and provincial level. In all target areas, many donor supported projects in governance, livelihood and peace building areas were operating. The evaluation team was told by CPRU stakeholders that efforts had been made to build strategic partnerships but they did not materialize due to factors beyond the control of the project. For example, partnership with the World Bank-sponsored PNPM was tried but did not work. However, though not at substantive level, PTD did coordinate with other projects such as Mercy Corps related to elementary schools and Save the Children related to clean water and sanitation in Central Maluku.
109. Concerning the implementation of activities under Objective I (Outputs 1, 2 and 3), most of the PMU stakeholders interviewed said that PTD financial support was sufficient. The activities included a series of Pre-Musrenbang FGDs, financial assistance for selected proposals via the Peace Building Commission, training and workshops.⁴⁶ The evaluation team found that most of the allocated budget was spent on financing transport, lump sums, facilitators' honorariums, and other spending related to the Peace Building Commission's programmes. PTD's budget allocation for facilitating Musrenbang activities was also considered sufficient. In addition, the efficiency of PTD's financial support is related to effective coordination with other programmes undertaken by stakeholders on the ground. In the Poso and Palu cases, BAPPEDA at district/municipal level and village heads at village level played a central role in synergizing PTD activities, PNPM, and PDPM's programmes and programmes

⁴⁵ Interview with Soleman Daroel (PMU, Central Sulawesi) and Budiman Maliki (LPMS, Poso District)

⁴⁶ Interviews with Emil Leatemia (BAPPEDA, West Seram); Febry Waliulu (PO Planning, West Seram); Taslim Samual (PO Planning, Central Maluku); Fery Anwar (PBHR, Central Sulawesi); Budiman Maliki (LPMS, Poso District); Dharma Gunawan (BAPPEDA, Palu City); Fahrudin Tukuboya (PMU, North Maluku); Ridwan Wahid (BAPPEDA, West Halmahera).

undertaken by technical SKPD. In Kawatuna Village, the village head succeeded in integrating various activities related to development planning including the PTD focus on conflict prevention (non-infrastructure).

110. Concerning PTD's financial support and technical assistance for the achievement of Output 5 (Improved Livelihoods), most of the stakeholders interviewed considered the support sufficient to promote social cohesion among the communities involved. The villagers interviewed mentioned that though the grant scheme was insufficient to ensure sustainability, the activities contributed significantly to the restoration of inter-community relationships. It should be noted that some of the activities were less sustainable due to a lack of support from district governments such as the seaweed harvesting in Akelamo. In the case of Poso and Palu, most of these activities succeeded in providing alternative income sources for the beneficiaries and were sustainable due to ongoing support from PDPM and Disperindagkop (*Dinas Perdagangan dan Kooperasi*, District Bureau for Industry, Trade and Cooperatives).⁴⁷
111. Concerning PTD financial support and technical assistance for drafting the Perda on development planning, most of the stakeholders interviewed said that PTD assistance was sufficient. This is related to the strong commitment of the stakeholders and the strong capacity of the Province and District PMU to undertake strategic coordination with the governments, NGOs and Multi-Stakeholder Forums. In the case of the slow drafting process, such as in West Halmahera, the stakeholders interviewed mentioned that PTD had contributed significantly to the process but the delay was due to the lack of enduring commitment from district legislatures and NGO activists.⁴⁸
112. During the life of the project, PTD effectively coordinated with province and district governments in all target areas. Along with the good performance of the PMU staff, the coordination ran smoothly because province and district government stakeholders appreciated PTD's contribution to the provision of technical assistance. Most of the cost-sharing related to livelihoods activities meant PTD was able to focus on technical assistance. In addition, the evaluation team found that the strong coordination and support of PTD was due to the outstanding transparency of the project and the nature of the project activities which were multi-stakeholder in orientation and addressed the needs of the most neglected segments of the population.
113. PTD activities were based on annual targets and indicators and defined in the annual workplan. The activities were then monitored using a set of monitoring tools developed by PMU, and assessed in the Quarterly Monitoring Report. However, the evaluation

⁴⁷ Interviews with Dharma Gunawan (Head of BAPPEDA, Palu City); Hikmansyah (BAPPEDA and PMU, Poso district)

⁴⁸ Interview with Said Tamher (Wasahe Forum, West Halmahera)

team found that the PTD project did not have a systematic method for monitoring and evaluating the connection between the outputs and their actual contribution to the achievement of the objectives. There was a strong impression that PTD's Project Management Units (national, provincial and district level) paid more attention to activities per output rather than assessing to what extent these activities contributed to the achievement of the two objectives.

114. With insufficient tools to measure the synergy of results between outputs and their contribution to outcome achievement, it would be difficult to revise and formulate an annual workplan which is more responsive to changes in context, factors and actors in the target areas. For example, the lack of attention given to issues of political representation and the security sector clearly present a missed opportunity that PTD should have exploited in order to be more effective with more sustainable results, particularly for Outputs 2 and 3.

Sustainability

115. This sub-section provides substantive comments on the extent to which the achieved outputs will be sustainable after the completion of the project. Considering the nature of the project, which was oriented toward capacity development and policy frameworks, the evaluation team measured the sustainability of the outputs by (1) the working of supporting institutional-regulatory mechanisms initiated by PTD, (2) the enduring commitment of the stakeholders, (3) and the existence and effectiveness of state-civil society networks and forums facilitated by the project. In addition, it should be kept in mind that the project ended in June 2012. As a result, findings in this section stem in large from statements of commitment, the context of commitment realization, and the additional benefits generated by the institutional mechanisms.

Sustainability of Outputs 1, 2 and 3

116. The evaluation team frames the sustainability of outputs 1, 2, and 3 in an integrated way. The core sustainability issue of the three outputs is the extent to which Musrenbang processes remain a vehicle for conflict prevention given the current vulnerability of the target areas to the recurrence of violent conflict. It is within this framework of sustainability that the achieved outputs as described in the Sub-Section Effectiveness are considered. It is also the case that the sustainability of the achieved capacities of the district and provincial executive relates to the sustainability of the other two outputs - the capacity of the legislature and the citizens - and vice versa.

117. As part of its exit strategy, PTD developed institutional mechanisms to support the stakeholders' skills in CSPP and policy dialogue. In most of the target areas, PTD facilitated the establishment of Pre-Village Musrenbang (FGDs), Peace Building Commission of SKPD Forum, and Multi-Stakeholder Forum. During the life of the project, these mechanisms worked effectively because of the constant support (financial and technical) provided by PTD along with the active involvement of the stakeholders. Except Pre-village Musrenbang and MSF, the Peace Building commission of the SKPD has a strong institutional attachment to the local government's Musrenbang mechanism.
118. Will this institutional mechanism which is an add-on to the formal mechanism of Musrenbang, will work effectively without PTD's financial and technical support? In response to this question, most of the stakeholders from government backgrounds are optimistic that the district governments will keep making use of the additional mechanisms due to the experience the officials gained during PTD period.⁴⁹ While for stakeholders from civil society and academic backgrounds, the commitment of the officials was seen as unstable due to the high staff turnover in BAPPEDA, SKPD, legislatures, and village officials. It follows that the functioning of the mechanisms still requires sustained advocacy and pressure from civil society elements, particularly through facilitators and members of MSF. They also argue that the continued participation of marginalized groups in the target villages, particularly women, depends on the functioning of the Pre-Village Musrenbang FGDs. The evaluation team believes that the next PTD project, PTDDA, should begin assessing PTD's former networks of actors and associations in order to ensure the sustainability of the mechanisms while focusing on its CPF in the 3 provinces.
119. PTD has already facilitated the establishment of nine Perda on Development Planning System, as the legal regulatory framework, in nine districts of the target areas. It also facilitated the creation of Perdes and RPJMDes in several target villages. For most of the stakeholders interviewed, these regulations are considered strategic to ensure the continuation of CSPP practices. The evaluation found that these regulations provide legitimacy to several committed stakeholders (facilitators, BAPPEDA officials and legislatures) to endorse the practices in future. The foundation for the sustainability of the regulations is the annual practice of Musrenbang from village up to province level. Again, in the view of facilitators and civil society stakeholders, the presence of the regulations enables them to endorse, control, and monitor over time the trends in

⁴⁹ Interview with Wiwik J Rofiah (Vice-head of DPRD, Palu City); Baharuddin Sapii (Head of Commission III DPRD, Poso District), M Marzuki (P4K, Tadulako University), Siaful Bahri R (Head of DPRD, North Maluku Province); Jufri Umasangaji (DPRD members, Sula District); Jalal Fara (DPRD member, West Halmahera District)

institutionalization of Pre-Village Musrenbang FGDs for women's participation, the working of SKPD Forum, and the inclusion of the minimum 30 percent of APBD allocations to village development proposals.

120. Another challenge to the sustainability of the regulatory framework is the extent to which the existing regulations are capable of binding all stakeholders of SKPD Forum and DPRD to increase synergy in development planning. Content analysis of the regulations finds no components or articles on the synergy between results of Musrenbang and *Jaring Asmara*. As reported by the stakeholders, however fruitful the process and result of Musrenbang Plus, there will always be competing claims on the legitimate proposals channelled through Musrenbang and *Jaring Asmara* during the plenary session with DPRD members. Results of Musrenbang are managed by SKPD Forum and handed over to TAPD (*Tim Anggaran Pemerintah Daerah*—District Government Budgeting Team), a team which formulates RAPBD (Draft Local Budget) and presents the draft to the DPRD plenary session. While on the other hand, DPRD members have their own version of development proposals which they wanted to insert into the draft before it is mutually acceptable to both sides and enacted as APBD. The evaluation team found that this challenge is instructive for refining the regulations in order to develop greater synergy in local development planning.
121. Most of the official village stakeholders interviewed mentioned that in Musrenbang in 2012 (February-March), Pre-Musrenbang Village FGDs were conducted and the government officials are still pro-active in including women and male villagers from less-privileged backgrounds. This is also because of the active involvement of former PTD facilitators. However, results of FGDs with the villagers in most of the target villages, except in Sula District, indicate that the villagers questioned the commitment of the government officials to continue using the institutional mechanisms and applying the regulations in coming years. They told the evaluation team that turnover of village officials is high and their commitment varies, particularly among those who were not trained during the period of PTD implementation. It is also the case with the district's BAPPEDA officials who administer Musrenbang process at subdistrict level. With confidence in making comparisons, the stakeholders argue that there have been various regulations for advocating their interests, outside the PTD initiative, but the implementation has brought more harm than benefits. The conclusion drawn from their pessimism is that the commitment and capacity of the officials in CSPP should be continuously enhanced for the mechanisms and the regulations to be sustainably applied.
122. The sustainability of the Musrenbang Plus practice in the target villages is also influenced by the capacity and commitment of PTD facilitators. PTD has trained the facilitators in all target villages. The evaluation team found that most of the facilitators are state officials working in various district departments and bureaus. During the life

of the project, they were hired by PTD and until now reside in district capitals. The district BAPPEDA is obliged to provide facilitators, called KPM (village development cadres) to facilitate Village Musrenbang. As acknowledged by the stakeholders,⁵⁰ the role and commitment of the facilitators might be decreased by (1) the absence of binding rules and incentives in the Perda for development planning and (2) insufficient transfer of knowledge and skills gained by the PTD facilitators to other BAPPEDA KPMs working outside the target villages of the PTD project. The evaluation team suggests that district BAPPEDA should address these two gaps to ensure the endurance of facilitator's role and commitment.

Sustainability of Outputs 4 and 5

123. The evaluation team frames the sustainability of Output 4 and Output 5 in an integrated way. The core question of sustainability of the two outputs is the extent to which trust building/rebuilding, social cohesion, and collaborative action resulting from the activities of the two outputs will be sustained after the project's completion.
124. The variety of peace building activities under Output 4, facilitated by PTD, built on the peace norms and values of local cultures in the three target areas. During the life of the project, PTD increased local people's confidence in their local values to promote peace. The evaluation team found that all categories of stakeholders interviewed recognized the PTD's investment in nurturing peace through cultural practices as the most evident legacy of the project. The activities have helped reinforce the strengths of local peace norms and relinked local experience of peace practices into a mutually acceptable framework of action that includes local governments, elements of civil society and the broader communities. For example, in North Maluku Province, the Peace Festival has become an annual event which also benefits the tourism sector. This is also the case in West Halmahera where the Teluk Jailolo Festival is an annual event.
125. The evaluation team identified two sustaining pillars of Output 4. First, customary institutions are regaining more confidence and opportunity to contribute to peace within the web of interactions with the local governments and elements of civil society such as NGOs and academic institutions. For example, in Maluku and North Maluku Provinces, local regulatory frameworks for their peace role have equipped them with legitimacy and standing to apply local conflict resolution and management. The case of Legu Gam in North Maluku is one example. The Legu Gam Festival is now held

⁵⁰ Interviews with M Firman and Alvin (Facilitator at Kawatuna and Petobo villages); Dharma Gunawan (Head of BAPPEDA, Palu City); Yabidi (Head of Kawatuna Village); Anes (Facilitator at Alang Asaude Village, West Seram); Jhony Puanene (head of Tetewang village, West Halmahera District); Neni Muhidin (*Nosarara Nosabatutu Forum*, Palu City)

annually and supported by the provincial government. Second, the inclusion of women and youth in peace building activities during the life of the project has impacted on other areas of their daily engagement. The stakeholders interviewed repeatedly emphasised the merit of PTD's peace investment in women and youth. The evaluation team found that in the three target areas, women and youth are actually the central actors in daily social and cultural affairs. The sustainability of women and youth as peace makers will also be sustained by the recognition and inclusion of their presence in Musrenbang process, particularly in Pre-Village Musrenbang FGDs.

126. In addition to the sustainability of Output 4, PTD's ongoing support to local NGOs during the life of the project has equipped them with a strategic framework of action. As they themselves recognise, they became used to working collaboratively and became more flexible in approach, particularly in dealing with the local governments. The evaluation team found that until now, peace networks among NGO activists and their outreach activities down to the villages still exist and some of them remain very committed without external support. However, the evaluation team notes current challenges for the sustainability of the networks and their commitment: (1) In several target districts some peace building NGOs are no longer active and the activists are focused on other issues sponsored by other donors, and (2) the local government's support and commitment to partnering with peace building NGOs has not been optimal since the completion of the PTD project. These two challenges are worth taking into consideration by the next PTD project. The networks of local peace building NGOs are in need of long term UNDP support given their central role as bridge-builders between the local governments and the less privileged segments of local communities.
127. As advocacy for villagers' development proposals through Musrenbang, PTD's investment in cross-community livelihoods for social cohesion has had long lasting benefit in the target areas. The evaluation team found that beyond the moderate economic contribution of alternative income sources, the joint economic activities have helped deepen social cohesion among the villagers. As explained in the Sub-Section Effectiveness of Output 5, the sustainability of the activities varies in degree and is influenced by mixture of factors such as district government commitment and support, the availability of additional materials, and the volatility of market prices. For example, sago and fish production in Mosso and Hatumene Villages in Central Maluku still continue today due to sustained support from UNIDO. More importantly, the villagers interviewed are very confident in the social cohesion that is generated by the activities. They consider this benefit as lasting social capital to invest in other interactive activities. For example, in Akelamo and Tetewang Village in West Halmahera, the evaluation team noted that though the seaweed harvesting has dramatically decreased, there has been a remarkable increase in inter-community interaction in religious and cultural affairs in the last two years. On the ground, the sustainability of the social

cohesion among the villagers will be influenced by the persistence of these interactions created by PTD's livelihoods activities.

Sustainability of Output 6

128. During the life of the project, PTD facilitated the legal drafting of the Law on Social Conflict Management and Perda drafts on conflict management and conflict prevention in the target areas. Both the Law and the draft Perda are actually part of the PTD programme design in order to provide a legal framework for PTDDA's focus on conflict prevention with an emphasis on community resilience to crisis. As reported by CPRU stakeholders, both the Law and the Perda Draft will help the PTDDA framework of action to marshal support and resources from both state and civil society, building on the existing social cohesion of PTD's legacy.
129. In the three target areas, all the Perda drafts are complete and waiting for enactment. The evaluation team identified three factors or challenges. First, insufficient support from other entities including donors outside UNDP to foster the process. In Ambon City for example, support from PTD focused on the drafting. After the PTD completion, the draft has been in the office of Ambon Mayor with no signs until recently of the draft going to the Balegda (Legislation Board of the city parliament). Second, a lack of a commitment among local legislators due to the rapid change of legislation priorities in Balegda. In Poso and Palu, the drafts are with the Balegda but so far there has been no sign that the legislators will prioritize the drafts for enactment. Third, decreasing support from NGOs which once advocated the drafting, and the changed roles of the committed stakeholders within local bureaucracy such as in North Maluku and Maluku Province. For the evaluation team, these challenges should be taken seriously by the PTDDA framework of action. It requires solid diagnosis of actors, constraints and opportunities to get the draft enacted.
130. Law No 7/2012 on Social Conflict Management has provided the next PTD project with a strong legal basis to mainstream Conflict Prevention Framework with CEWERS, Musrenbang Plus Guidelines, and synergized framework for Conflict Prevention with Disaster Risk Reduction and Access to Justice, as practical tools at both national and subnational level. The evaluation team strongly emphasises the current challenges that have begun to affect future implementation of the Law related to both development governance and security sector governance practices. First, there are crucial elements of civil society which are acutely against the enactment of the Law. These elements include human rights and pro-democracy NGOs whose outreach advocacy and historical record for safeguarding Indonesia's transition to democracy are unquestioned. Getting them closer to the overall framework of the Law is the emergent challenge and should be undertaken as soon as possible. Moreover, their criticism of Component 2 of the Law should be seriously considered. Their strength is

in defense of human rights as evidence-based response to the state's propensity to abuse the law in the service of authoritarianism. Second, institutional coordination between state departments in executing the Law, particularly in Component 1 and 3, remains unclear. Interdepartmental contestation over execution authority is very likely to arise as overlapping tasks between departments might bring more harm to conflict prevention mainstreaming and to post-conflict recovery interventions. Much work on safeguarding its translation into lower regulations must be undertaken by the successor of the PTD project. Third, the substantive challenge to the sustainability of the Law is the call for a plausible framework of understanding and action that integrates the good governance of the Musrenbang Plus and the security sector governance of the CPF. The evaluation team notes that the PTDDA framework is a work in progress that is still developing the thematic coherence and solid institutional foundation upon which to enhance both institutional responsiveness of development agencies and the resilience of communities to crisis. Furthermore, to have a legal framework such as the Law is one thing, but to creatively mainstream its urgency in advance requires not only state endorsement but most importantly, broad support from critical elements of nation-wide civil society.

Impact

131. This sub-section offers general comments on the extent to which results of PTD project brought changes, directly or indirectly, intended or unintended, in human development, people's well-being, and increased sense of security. It also includes the extent to which the collective or institutional interventions of other entities (donors and non-governmental programmes) have contributed to the attained changes. It should be kept in mind that the PTD project just ended in June 2012, and therefore it makes sense to consider its impacts as still in progress.
132. The evaluation team can only make general comments by linking current conditions in the target areas to the degree of the project's effectiveness, particularly resulting from CSPP activities, peace building activities, livelihoods activities, and activities related to the drafting of the Law on Social Conflict Management. It should also be noted that during and after the life of the project in this year, there have been various non-state interventions including various donor sponsored projects in the three target areas. The evaluation team identifies a variety of issues addressed by the interventions such as good governance, law enforcement, security and justice reform, bureaucracy reform, women and youth empowerment. Against this backdrop, it is surely unfair to attribute the changes to PTD alone.
133. **State-Society Relations and Trust Building:** An increase in public trust in the local governments in Maluku, North Maluku and Central Sulawesi can be attributed to the five years of PTD intervention. PTD activities under Planning Components have

brought together key elements of local civil society and local governments into durable contact through Musrenbang facilitation, training, and workshops. As argued elsewhere in this document, the evaluation team found that the project stakeholders are becoming familiar with collaborative action which is the prerequisite for the advancement of conflict-sensitive policy responses. Worth considering is the increased knowledge among the villagers of the tasks and responsibilities of the BAPPEDA, SKPD, and local legislators. Signs of better institutional responsiveness can be recognized in the enactment of the nine Perda on development planning, Perdes, RPJM Desa and other regulations.

Story 5. Government and NGOs: Partnerships in Development Planning

Ambon, Maluku

Positive impacts and the sustainability of results of PTD intervention in Maluku are the result of solid cooperation and NGOs' active engagement in the development planning and decision making process conducted by the Municipality Government. This impression was formed when the evaluator was in a friendly discussion with a number of NGO activists in Ambon City. John Lefmanut from Kiranis Foundation explicitly stated that,

'Now, in most of the government policies and activities, NGOs have been involved. It seems that the government has been open-minded'.

According to John, strong partnerships between the local government and NGOs have steadily developed in the last five years. John is a senior NGO activist whose track record started in the 1990s working at the Hualopo Foundation. He has been an activist since he became a member of the student organization at Pattimura University. Now he works as member of the Amdal Commission, and is also member of the Water Resource Board of Maluku Province where most of the members are NGO activists.

This positive impact cannot be detached from PTD's investment in forging state-civil society relationships. The project has functioned as bridge-builder at a time when popular trust in the government was weak. According to Kiky Samal:

'Provincial PTD always encouraged the partnership between NGOs and the government. Before the intervention, government officials and activists were always against each other. NGOs worked alone in the communities without support from the local government and were even being undermined. Later on, voices of the activists were channelled and forwarded by Province PMU to the relevant SKPD and the officials have begun to be responsive. Now, there is good cooperation between NGOs and the government'.

Kiky Samal is a young activist and head of Kanjoli Foundation located in Ambon. From August 2006 to December 2009, she joined Maluku's PTD as Project Officer (PO) of Peace Building. After that, she resigned and attended a summer course and other Peace Building programmes abroad. Between April and December 2011, she joined PMU PTD in Jakarta. In any meeting with the local government, Kiky and other PTD staff always reminded the officials to get the activists involved in development planning and policy making. "Whenever you form steering committees, don't forget to invite our friends (NGO activists) because they can be an effective propelling machine.'

134. **Contribution to Preventing Conflicts from Breaking into Violence:** As a result of PTD interventions, local villagers display a tendency to solve their current conflict issues through Musrenbang and MSF rather than using violence. During the life of the project, there have been various conflicts, social tensions and disputes related to development practices at district and village level. PTD interventions, by establishing and facilitating policy dialogue, helped change their tendency to use violence, instead taking recourse to dialogue.
135. **Peaceful Coexistence between Former Conflicting Communities:** Peaceful coexistence among former conflicting communities has been improved during the period of PTD's implementation. Through peace building activities, particularly the promotion of local culture for peace, PTD contributed significantly to peaceful coexistence between Moslem and Christian communities, particularly in Ambon City, Central Maluku, West Seram, West Halmahera, and Poso. Increased tolerance is practiced by the communities particularly because PTD facilitated the revitalization and functioning of their local customs for preventing the recurrence of communal violence, resolving current disputes and reconciling conflicting parties.
136. **Nation-Wide Discourse on Peace through Development:** At the national level, long-term mainstreaming of the Law on Social Conflict Mangement has had a far-reaching impact on public understanding of the importance of promoting peace through engaging development issues. This contributes significantly to the change in the security focused understanding of conflict into a human development oriented notion of policy making and the rule of law. Aside from current criticism from certain elements of civil society of Component 2 of the Law, the enactment of the Law reflects how national legislators, executive and civil society are now more aware of the conflict cycle, from conflict prevention, responding to violent conflict, and post-conflict intervention.
137. **Human development:** In all PTD activities, attention to human development was strongly emphasised. The involvement of marginalized groups, particularly women and youth, in PTD activities resulted in their empowerment as equal and responsible participants. In the post-conflict context of the three target areas, PTD activities effectively transformed their perception from being victims into being agents of social cohesion and peace. The evaluation team found that PTD's success in promoting recognition, equality and responsibility among the marginalized groups contributed to peaceful coexistence and sustainable development.
138. **Promotion of active citizenship:** In the target areas, PTD contributed significantly to the promotion of active citizenship among local people, particularly villagers. Compared to other projects by international donors, PTD's focus on Musrenbang connected local people to executive and legislative policy mechanisms. The field

studies show that most of the stakeholders in target villages are knowledgeable about policy making processes (mechanisms, rules and procedures) and are critical of policy issues. Although there are limitations and challenges to women's political empowerment, the project's efforts to include women in the Musrenbang process has increased their knowledge and awareness of their rights and the obligations of the state institutions in public service provision.

Findings on Cross-Cutting Issues

Gender Mainstreaming

139. The evaluation team found that gender mainstreaming was emphasized across all PTD activities. PTD's advocacy of women's participation in Musrenbang processes is quite remarkable, particularly in Pre-Village Musrenbang FGDs and Village Musrenbang. It was also the case for the peace building and livelihoods activities. Women's empowerment generated by these activities has been widely acknowledged by the stakeholders as one of the greatest contributions to increased social cohesion in the target areas.
140. The evaluation team identified two social dimensions arising from female disempowerment in the three target areas. First, actual exclusion of women directly links to the exclusion of the male to whom the women are related (husband, father or other relatives). Second, there exists an unequal relation between females regarding their different social and economic backgrounds. Against this backdrop, PTD's gender mainstreaming is considered strategic in addressing the structural causes of women's disempowerment in the target villages. For example, in the Pre-Village Musrenbang FGDs and in the livelihoods activities, women and men of less privileged background were actively involved and took leading roles.
141. The evaluation team notes that at a strategic level, PTD's gender mainstreaming lacked institutional synergy with the Ministry for Women's Empowerment and Child Protection and particularly the National Commission for Women. Ideally, PTD could make use of these state institutions as resource partners for ensuring the sustainability of women's inclusion in Musrenbang practices. In addition, PTD's gender mainstreaming also paid insufficient attention to promoting women's participation and representation in democratic politics which is crucial for increasing women's status and role in policy making at province and district levels. However, as already noted in Sub-Section Relevance, this is due to the project giving insufficient attention to political inclusiveness, a characteristic of Indonesia's transition to democracy in the recent decade.

Partnerships

142. In PTD Project Document, the project's Strategic Framework identified potential partnerships with other UNDP programmes such as BRIDGE, Access to Justice, PGR, and Grade. The evaluation team found that there was no systematic coordination with other UNDP programmes during all phases of implementation. The most noticeable absence of substantive partnership or joint operations was with the LEAD project of the Governance Unit for mainstreaming CSPP in Musrenbang. Key stakeholders from CPRU and the Governance Unit said that it could not be undertaken due to limited funding from the donors in the phases when it was planned to be undertaken.
143. The evaluation team also found that the project did not develop substantive partnerships with PNPM of the World Bank. PNPM focuses on good governance and has worked for years in the target areas, particularly at village and subdistrict level. It should be noted that the villagers are currently experiencing two regimes of governance; Musrenbang supported by the PTD project and PNPM supported by the World Bank. The distinctive features of the PTD-supported Musrenbang was its focus on enhancing the institutional responsiveness of the local government in policy planning and policy making. PNPM, at the other extreme, focuses on providing services by directly dealing with people's needs and does not pay attention to redressing the poor institutional performance of the local government in policy planning. The operational base of PNPM is at village and subdistrict level, directly responding to villager's proposals. As reported by the villagers in FGDs, people still perceive PNPM as more practical because of its direct responsiveness to their proposals, rather than the Musrenbang with its long chains of accountability and reporting up to the district level. For them, the challenge for people involved in MP is whether the district governments effectively respond to their proposals in next year's APBD. For the evaluation team, ideally, the PTD project should have forged a partnership with PNPM from the inception of the project's implementation in the target areas.
144. The evaluation team notes that the project's partnership with broader elements of civil society and local communities at national level and in the target areas was remarkably strong. As explicitly stated in PTD Project Document, multi-stakeholder engagement was one of PTD's guiding approaches. At local level, PTD had considerable success in endorsing more active engagement of CSOs, communities, women's groups, and youths. As mentioned in Sub-Section Relevance, the active engagement of all stakeholders was due to: (1) the relevance of PTD's issues that connect peace and development in the post-conflict period, (2) the methods of programme delivery (trainings, workshops and grants scheme) which are multi-stakeholder focused, and (3) the variety and frequency of activities conducted in all three target areas. At national level, such success is also remarkable as indicated by the continued involvement of

leading national CSOs, nation-wide research centers and state universities in the drafting of the Bill on Social Conflict Management. However, concerning next PTD project, the evaluation team found that most of the PTD stakeholders interviewed at district, province, and national level were not kept informed and consulted. As reported by CPRU stakeholders, the project framework or National Action Plan on Conflict Prevention is not yet developed and launched. This presents a huge challenge in how CPRU-UNDP should best fill this gap. Strong partnerships with local and national stakeholders, since the planning phase or workplan design, will ensure a stronger sense of ownership among the stakeholders. This is particularly instructive for transforming stakeholders from beneficiaries into active partners, especially partners from non-governmental and security-justice sector backgrounds.

145. Through PTD, UNDP contributed significantly to the strengthening of national and local governments' capacity to handle conflicts related to development practices. The project's strategic partnership with BAPPENAS as implementing partner was highly effective in enhancing the coordination between institutions at national, provincial and district level. This partnership also promoted strong ownership within institutions. For example, overall activities under Objective I succeeded in enhancing and ensuring continued coordination between BAPPEDA, SKPD Forum and the legislative board in policy planning processes at district level. Institutional mechanisms and regulatory frameworks initiated by PTD are two core project results that will certainly support coordination after the project's completion.

Conclusion

146. This section offers conclusive statements on the achievements, limitations and challenges of the PTD project. The evaluation team summarizes the results of the findings with specific reference to relevance, effectiveness, and sustainability. It also includes conclusive statements on the links between the achievements of the PTD project and the project design and workplan of PTDDA project.
147. PTD project shows considerable success in the Planning Component (Objective I, consisting of Outputs 1, 2 and 3). The achievement of Outputs 1, 2, and 3 was evident when the project was completed. First, the existence and functioning of institutional mechanisms (i.e. Pre-Musrenbang FGDs and the Peace Building Commission of SKPD Forum) prove the achievement of Output I. At village level, the strengthened capacity of the village officials including BPD was indicated by the enactment of Perdes and RPJMDes. Second, the existence of legal-regulatory frameworks (i.e. nine Perda on Development Planning) in all target areas, offers strong evidence of the strengthened capacity of the province and district executives (Output 1) and province and district legislators (Output 2). All these are concrete examples of multi-stakeholders' capacities and efforts to institutionalize CSPP in Musrenbang. CSPP through Musrenbang (Musrenbang Plus) has been the greatest legacy of PTD which was highly relevant during the life of the project and will continue for years to come in the target areas.
148. Specifically for Output 3, strengthened capacity of the citizens (i.e. villagers, women, youth, facilitators and the Multi-stakeholder Forum) was successfully achieved by the completion of the project. This is evident in (1) increased participation of less privileged groups in Village Musrenbang, (2) increased participation of women and youth from less privileged backgrounds in Pre-Musrenbang Village FGDs, (3) increased participation and commitment of the facilitators, and (4) the active role of the MSF in managing and resolving conflicts related to the implementation of development policy. The most evident challenge was the continuing commitment of the facilitators due to the lack of recognition and incentives provided by the legal-regulatory framework (i.e. Perda on Development Planning).
149. Achievement of Output 4, trust building/rebuilding, is considered satisfactory and highly relevant within the post-conflict settings of the three target areas. The involvement of a broad section of stakeholders, particularly women and youth, was high and reflects public acceptance and support. Included in this achievement is the increased participation and role of local NGOs during the life of the project. Again, the active involvement of women and youth in most of the peace building activities helped sustain output achievement given the central role of women and youth in social and

cultural affairs in the target areas. It is also the case with the active involvement of customary leaders and the use of customary mechanisms and institutions as peace instruments during the life of the project.

150. Achievement of Output 5, Cross-Community Livelihoods, is considered satisfactory, relevant and effective in terms of the completion of the activities, stakeholder engagement, and the strengthening of social cohesion and trust building between communities, particularly former conflicting communities. After the project's completion, the sustainability of the achieved social cohesion will be guaranteed by the replicability of the values achieved into other social and cultural activities, particularly undertaken by the women involved in the livelihoods activities. In terms of the sustainability of the activities, the most evident challenge is the insufficient support from the local governments.
151. Achievement of Output 6, enactment of Law No 7/2012 on Social Conflict Management, is the greatest PTD achievement at national level. Formally initiated since 2005 by CPRU and PTD key persons, the nation-wide campaign for the drafting has strengthened capacities and networks of multi-stakeholders, particularly core elements of civil society such as leading national universities and NGOs working in peace building, conflict management and security issues. One component of the Law, Conflict Prevention, contains the core message of PTD's mission in which development is connected to peace and security. The most evident challenges relate to: (1) future implementation of the Law concerning its application through Presidential Decree, Ministerial Decree, and other lower regulations at province and district level, and (2) the current criticism of the second component of the Law, Violent Conflict Handling, voiced by key elements within national NGOs.
152. In the closing years of the project, PTD produced CEWERS as a practical tool for the Conflict Prevention Framework of the PTDDA project. CPF emphasises community responsibility and ownership for undertaking conflict-sensitive policy inputs in sustained cooperation with provincial/district governments and local civil society elements. Within the legal framework of the Law on Social Conflict Management, the future implementation of the framework and instrument, as clearly described in the PTDDA project document (2012), will be strongly assured. The most evident challenge comprises: (1) how to institutionalise effectively the tools of the next PTD project within the existing networks of post-PTD stakeholders, which remain weak and in need of binding activities; (2) how to integrate future implementation of the tools into possibly contested application of the law through PP, Permen and other regulations.
153. This evaluation of the PTD project relates to the Project Design that informed the interconnection between the two objectives of the project. It also shows the link between PTD project's mission with its generic approach, and the PTDDA project

mission which is much more localized and practical through CPF. PTD's Design provided solid logical ground for PTDDA's Conflict Prevention framework of action, particularly with the enactment of the Law on Social Conflict Management.

154. It should be acknowledged that during the life of the project, PTD did not develop an assessment framework to measure the connection between the achievement of the six outputs and the progress toward achieving two objectives/outcomes. Monitoring and reviewing of the results during the life of the project relied on surveys and regular project review of reports to donors and the Mid-Term Review of 2009. There was no information found in the documents and reports regarding how the project developed linkages between the achievement of the outputs and the objectives/outcomes. As a consequence, despite the successful achievement of the project's intended outputs, a reliable picture of the progress toward the achievement of the two objectives is absent and this means the project is less able to assess local dynamics related to the constellation of actors, and broader issues that influenced the achievement of the two objectives and their sustainability. For example, the project paid insufficient attention to the poor performance of the security-justice sector and ongoing problems of local democracy (i.e political parties and elections) which have until recently influenced the sustainability of trust-building and social cohesion in the target areas.
155. In addition to the aforementioned point, the vast geographical coverage and variety of activities of the project affected the performance of the provincial and district PMU due to: (1) task overload of Provincial and District PMU staff as they manage a variety of activities for the achievement of separate outputs, (2) the excessive prioritizing of technicalities for management efficiency at the expense of effective resource mobilization, (3) the broad constellation of disparate stakeholders whose understanding and attachment to the PTD mission varied as most of them perceive PTD as similar to other state or donor oriented projects, and (4) insufficient focus on deepening the results of project activities, particularly the achieved capacity of the stakeholders, (5) and the project's reliance more on the achieved institutional mechanisms and legal frameworks than on the skills and competencies of the stakeholders during the exit strategy.
156. The partnership strategy with BAPPENAS was considered highly effective for the project's implementation and, to a considerable extent, the sustainability of the achieved capacity of the province and district executives in the target areas. The most evident challenges are: (1) insufficient substantive interventions for mainstreaming CSPP elements into national development policy, (2) at district and provincial level, the coordination between BAPPEDA and SKPD related to development policy formulation needs to be enhanced in order to sustain the mainstreaming of MP within government/executive bodies, and (3) PTD's stakeholders from civil society and the

legislative board still perceive PTD as an executive's project due to its attachment within BAPPEDA.

157. Mainstreaming of UNDP's Mission through PTD is considered fairly successful. Promoting peace through development has been a distinctive UNDP contribution to public debate, academic discourse and, particularly, policy design from 2005 to the present day in Indonesia. This is also the case with PTD's focus on the involvement of women and youth. However, the evaluation team concludes that: (1) there remains insufficient emphasis on addressing structural problems such as sources of horizontal inequality in the target areas, which deeply affects the capacity of marginalized people to participate in development policy processes, and (2) insufficient strategic coordination with other UNDP projects from the inception of the project. Ideally, addressing these two gaps would have assisted the project to make the outputs achievement more effective and more sustainable.
158. In addition to the aforementioned points, PTD project has worked within multi-levels of governmental bodies and multi-layers of societal forces toward enhancing the institutional responsiveness of local governments and strengthened communities' resilience to crisis in post-conflict settings. In order to achieve the two-fold mission, the project strongly invested in the capacity and role of civil society (NGOs, forums, networks) as bridge-builders between government officials at province/district level and the majority of villagers in remote villages. This investment was highly relevant and effective in achieving two objectives of the project. The most evident challenge is to provide a solid framework of action that addresses strategic issues in which the existing networks of civil society elements can play a more legitimate role in CPF of the PTDDA.
159. A substantive and strategic partnership with PNPM of the World Bank in the target areas was largely absent. PNPM operates in service provision within the governance framework at village and subdistrict level in the target villages. Ideally, the partnership could have taken the form of cost-sharing (i.e. PTD focusing on planning while PNPM focused on financing village proposals through MP). This is very instructive since most of the PTD stakeholders in the target villages are also stakeholders in the PNPM, including the facilitators. The most evident challenge for the next PTD project is to synergize the Musrenbang Plus process and the PNPM governance framework at village and subdistrict level.
160. In terms of management efficiency, the project is considered efficient with a well-defined management structure. The composition of the PMU and SC staffing and tasking from national, province and district level, integrates the Indonesian government, UNDP-CPRU and Indonesian civil society. It also reflects strong multi-stakeholder ownership and a multi-stakeholder approach. The most crucial aspect is

that the PTD project management strengthened the capacity of the provincial and district PMU in transparency and accountability. Besides the achieved benefits, there were three identifiable constraints throughout the life of the project: (1) early years of PTD implementation, 2006-2007, were spent on the project implementation arrangement and capacity building of province and district PMU staff; (2) turnover of PMU staff was high and affected management efficiency and the effectiveness of the project implementation; (3) at province and district level, composition of SC members varied, and in several areas was dominated by SKPD.

Recommendations

161. This section provides substantive recommendations for the PTD and PTDDA projects with specific reference to CPRU-UNDP, BAPPENAS and KPDT. As inputs to the PTDDA project, the recommendations are developed within the framework of UNDP's current Country Programme Action Plan and current needs, challenges and opportunities to institutionalize CPF at both national and subnational level as targeted by PTDDA workplan.
162. **Recommendation 1:** UNDP and BAPPENAS should continue to institutionalize CSPP into Musrenbang's national policy framework. PTD has produced remarkable products (Musrenbang Plus Modules), mechanisms (Pre-village FGD, Peace Building Commission), and legal/regulatory frameworks (Perda, Perdes, RPJM Desa). There is a strong call for replication of this achievement in other provinces and districts, particularly in disadvantaged areas. The urgency of this recommendation is to address the current poor performance of local government institutions in responding to popular demands. The institutionalization at national level through BAPPENAS should also include the integration framework of Musrenbang Plus and PNPM.
163. **Recommendation 2:** PTDDA project should continue UNDP's focus on developing a more strategic governance framework to advocate synergy between the Musrenbang process (Executive-driven) and *Jaring Asmara* (Legislator-driven). Instead of perceiving these two policy mechanisms as a duplication, the latter should be taken as an opportunity for mainstreaming CSPP in more effective ways and for strengthening 'Inclusive Politics' as one of UNDP's pillars in governance for peace. This calls for a partnership between KPDT, BAPPENAS and DPR at national and subnational levels. PTDDA should mainstream efforts at drafting a legal framework (i.e. Perda) for the synergy, particularly at province and district level.
164. **Recommendation 3:** CPRU-UNDP through the PTDDA project should advocate the future implementation of the Conflict Prevention component of Law No 7/2012 on Social Conflict Management. The action plan of the CPF should be based on this legal

framework. In order to be effective, it requires sustained efforts at: (1) re-building support among leading national CSOs and academic institutions for the urgency of Component 1 (Conflict Prevention) and its links with Components 2 and 3, (2) advocating the application of the CP component into a Presidential Decree, Ministerial Decree and Perda on conflict management at district and province level in the PTDDA target areas. Support from broad elements of civil society will assist PTDDA to advocate the implementation of the first component of the Law. In order to gain support as early as possible, it is important for the project to undertake a nation-wide campaign (i.e. national seminars) to promote the urgency of conflict prevention by bringing together crucial elements of responsible state departments, national NGOs, National Commission on Human Rights, and other relevant national commissions, including POLRI and TNI.

165. **Recommendation 4:** Regarding the PTDDA's Conflict Prevention Framework and CEWERS, that involves security sector actors/institutions (i.e. the Police and TNI), the project should undertake training and workshops for security actors, particularly at province and district level. This is necessary due to the insufficient attention given to security/justice governance by the PTD project. In the PTDDA target areas, there is ample evidence of the poor performance of the security and justice institutions in dealing with violent protests and grievances among local communities. The effective functioning of CEWERS depends to a larger extent on the better performance of the security and justice actors/institutions. Improved capacity and performance of these actors will increase people's trust in their involvement in CPF implementation.
166. **Recommendation 5:** CPRU-UNDP, via the PTDDA project, should deepen the achieved sense of ownership of the Conflict Prevention Framework and its workplans among the existing PTD stakeholders and targeted PTDDA stakeholders. In particular, the inclusion of the PTD's civil society networks in developing the National Action Plan on Conflict Prevention is necessary for the project to be more effective and the results more sustainable. PTDDA should build on the existing networks rather than broadening the scope and constellation of stakeholders. This requires mapping and assessment of local communities and CSOs capable of supporting the project's mission, or in need of capacity improvement and empowerment related to CEWERS.
167. **Recommendation 6:** PTDDA project should develop a programme design which focuses on outcome achievement and interconnected outputs, as well as being flexible and adaptive to the changing contexts and dynamics of actors and factors in the target areas. It must be built upon clearly defined operational concepts, monitoring and evaluation tools, in-depth assessment of target locations, target stakeholders, supporting facilities, and mapping of other donor projects in the target areas. Regarding PTDDA programme design, technical and substantive inputs from experts in the field of conflict and peace studies, security sector governance, development

sector governance, and local democracy studies, are highly desirable. This is because PTDDA's CPF operates across multiple sectors, each with distinctive problems, challenges, and needs. Moreover, with a qualified programme design, the next PTDD project will enjoy increased legitimacy in its continued negotiations and partnerships with national government, civil society and possible donors which should be identified as early as possible, and before the project begins.

168. **Recommendation 7:** PTDDA should scale up the capacity and commitment of project staff at regular intervals during project implementation. This is particularly needed by project staff at province and district level. Besides sufficient financial incentives, job contracts must be officially binding and transparent to ensure the endurance of their commitment. Complementary to their technical qualifications in managing, reporting, and monitoring project activities, their substantive competencies in the project's long-term mission must be the primary requirement. The backdrop of this recommendation is the strong influence of the work environment (i.e. high turnover, office politics) particularly for the staff who also work as government officials. Attachment of the project to executive bodies requires careful attention to this issue.
169. **Recommendation 8:** CPRU-UNDP through PTDDA project should give more attention to knowledge and learning for achieving qualified results. Monitoring, review and evaluation must be conducted on a regular basis. This calls for the involvement of interdisciplinary consultants in understanding and analysing UNDP's mission throughout the project, the national/local context of project implementation, issues of conflict and development, and actual dynamics of political patterns, particularly in the target provinces and districts. This is also necessary for providing reliable inputs regarding the achievement of the project's outputs and progress toward outcomes achievement. A well-compiled database of outputs achieved and indicators of progress toward outcomes achievement will assist project officers and staff at all levels to formulate and redevelop flexible and adaptive workplans during the life of the project implementation.

Lessons Learned

170. This section provides substantive lessons learned from the PTD project for PTDDA and other UNDP related projects. The evaluation team identified four substantive lessons learned that should be replicated: (1) direct investment in capacity building of local communities and villagers, (2) gap-filling approach, (3) strategic investment in the capacity and networks of local CSOs, and (4) balanced partnerships with executive and legislative institutions. It should be noted again, PTD's project design and implementation were holistic and engaged multi-levels of government, non-government stakeholders, and combined institutional and legal frameworks. The identified lessons learned are the most plausible examples and worth replicating.
171. **Direct investment in local community capacity:** From 2005 to mid-2012, PTD operated in post-conflict development governance of the target areas which were fragile due to ongoing weaknesses in democracy practices and the poor performance of security/justice institutions. PTD's direct targeting of the villagers from less privileged backgrounds provided solid ground for the long term sustainability of the project's mission and their future support of other UNDP projects advocating institutional responsiveness and community resilience to crisis. Drawing from this experience, PTDDA's CPF should include local communities, particularly women and youth in villages, from the inception of the project's implementation.
172. **Gap-Filling Approach:** Throughout the life of the project, PTD was consistent in supporting the local governments's institutional mechanisms by using a gap-filling approach rather than creating new structures. There are three benefits resulting from from this approach. First, it strengthens the outreach capacity of the existing governance mechanisms. Second, it makes government officials more confident in undertaking policy planning while being increasingly transparent and accountable. And third, it sets the ground for their future support and acceptance of UNDP projects in these areas.
173. **Balanced partnership with executive and legislative institutions:** With BAPPENAS as the implementing partner right down to province and district BAPPEDA, the PTD was given greater opportunity, resources and institutional authority to execute the project's activities. This also brought constraints and dilemmas due to existing contestation over legitimate policy planning and policy making between the executive and legislators at local level. Against this backdrop, UNDP's related projects, including PTDDA, should strike a balance in their long-term investment in capacity building between the executive and legislative arms of government. In relation to promoting good governance and CPF, the project design and workplan should ideally

include both institutions to produce far-reaching impacts and the long-term sustainability of the project's results at province and district level.

174. **Strategic investment in local CSO's capacity and networks:** Since the inception of the project, PTD has forged strong partnerships with national and local NGOs in the target areas. In these target areas, NGOs act as bridge-builders connecting local communities, particularly the most vulnerable, to the state-controlled arena of policy planning and policy making. PTD's investment in NGOs' intermediary role was highly strategic and should be harnessed and strengthened by the PTDDA project and also replicated in Aceh and East Nusa Tenggara Province. Without sustained support from NGOs it would be impossible for the mission of the project to adjust the impacts during and after the life of the project.

Annex 1. Key Stakeholders Consulted

	Name	Organization	Position/Role
National Stakeholders			
1	Suprayoga Hadi	Ministry for Development of Disadvantaged Areas	Deputy V-Special Regions Development National Project Director of PTD, Former Director of BAPPENAS
2	Rudy Setiawan	Coordinating Ministry of People's Welfare	Staff, Coordinating Ministry of People's Welfare
3	Inosentious Samsul	National Parliament	Expert
4	Kusuma Adinugroho		Former Senior Programme Officer, CPRU-UNDP
5	Kristanto Sinandang	UNDP Indonesia	Head of CPRU
6	Maja Suhud	UNDP Indonesia	CPRU Programme Officer
7	Syamsul Tarigan	UNDP Indonesia	PTD Senior Technical Adviser
8	Abdul Harries	PMU PTD	Project Coordinator
9	Setio Utomo		Former National Project Manager, PTD
10	Hussein	UNDP Indonesia	Governance Unit
11	Ichsan Malik	Titian Perdamaian Institute	Former Director
12	Lambang Trijono	CSPS-UGM	Former Director
13	Muhadi Sugiono	CSPS-UGM	Former Director
14	Muhammad Marzuki	P4K Tadulako University	Director
15	Sri Yanuarti	LIPI	Senior Researcher
16	Pius Rengka	CIS Timor	Senior Consultant
17	Rondo Winston	CIS Timor	Director
Stakeholders in Maluku Province			
18	Sinda Titaley	PMU Maluku Province	Head
19	Kiky Samal	PMU Ambon	PO Peace-building
20	Rio Pelu	BAPPEDA Ambon	<i>Kasubdit Evaluasi</i>
21	Jemmy Talakua	UKIM	Lecturer
22	Ella Loupatty	Walang Foundation	Director
23	Warni Bellu	Kanjoli Foundation	Senior Researcher
24	Bai Tauleka	LAPAN	Director
25	Ina Soulissa	Arika Mahina	Director
26	John Lefmanut	Kiranis Foundation	Director
Stakeholders in Central Maluku District			

27	J. Ruhupessy	Soahoku Village	Head
28	F Saysertian	Soahoku Village	Governance Unit
29	G Wacano	Soahoku Village	Helmet Head
30	J Kakiyai	Soahoku Village	Helmet Head
31	A Kakiyai	Soahoku Village	Adat Leader
32	Taslim Samuel	Lembaga Karya Anak Bangsa	Director, PO Planning and PB Officer
33	Jufri Talaohu	Asset Management Department	Head, PMU Central Maluku
34	A.I.K. Wattimory	Amahai Village	Secretary
35	A Wattimena	Amahai Village	Governance Unit
36	A M. Kakiyai	Amahai Village	Governance Unit
37	Litumahua	Amahai Village	Development Unit
Stakeholders in Western Seram District			
38	Emil Leatemia	BAPPEDA	Planning Unit
39	Febri Waliulu	Disperindag	Staff, PTD PO Planning
40	Cornelis Huwe	Alangasaude Village	Head
41	Annes	Alangasaude Village	MP Facilitator
42	H. Muh. Kasturian	Waisala Village	Head
43	Jufri	Waisala Village	Secretary
44	Jumra	Waisala Village	MP Facilitator, Staff at Waisala
45	Rusmi	Lembaga Keuangan Mikro Prempuan (LKMP)	Head
46	Siti	Lembaga Keuangan Mikro Prempuan (LKMP)	Secretary
Stakeholders in North Maluku Province			
47	Fachruddin Tukuboya	PU Department in Maluku Province	Former PMU in North Maluku
48	Nurdewa Safar	Daurmala	Director
49	Inrico B Pattipeiluhu	Istana FM Radio	Director
50	Saiful Bahri Ruray	DPRD Maluku Utara Province	Head
51	Husen Alting	Khairun University	Deputy-rector
52	Syafruddin Oesman	Muhammadiyah University of North Maluku	Lecturer
53	Syafrudin Sapsuha	BAPPEDA	Cooperation and Planning Analyst
Stakeholders in West Halmahera District			
54	Ridwan Wahid	Staf, East Jailolo	PO Planning West Halmahera
55	Grace Ellen	Birdlife North Maluku	Former PO Peace-building
56	Sonya Mail	Fisheries Department	Head of Planning Unit
57	Vin Baura	DPRD	Head (current)

58	Jalal Fara	DPRD	Commision of Law
59	Chuzaema Jauhar	BAPPEDA	Secretary, PMU
60	Priest Ellen	GMIH Church	Priest and activist
61	Johanna Lusje	Women Empowerment and Children Protection Department	Head
62	Bobby Jumati	East Jailolo	Head (2006 – 2009)
63	Said Tamher	Forum Wasahe	Religious Leader
64	Ali Yusuf	East Jailolo	Head (current)
65	Aminah Hj. Syamsudin	Akelamo Kao (Women Group)	Head
66	Taif M Jae	Akelamo Kao Village	Head
67	Abdul Rivai	Akelamo Kao Village BPD	Head
68	Johny Punene	Tetewang Village	Head
69	Welton Tule	Youth Association	Head
70	Freddy Punene	Tetawang Village	Local leader
Stakeholders in Sula Island District			
71	Masani Lutia	Falahu Village	Head
72	Mansyur Duwila	Waibau Village	Head
73	Muhammad Ali Anwar	LBH Sula	Former PO Peace-Building
74	Hariman Teapon	BAPPEDA	Secretary
75	Fahmi Fatgehipon	BAPPEDA	Staff, former PMU Sula Island
76	Silvester Wandan	BAPPEDA	Staff, former PO Planning
77	Suhardi	Former Tourism Department	Head
78	Jufri Umasangaji	DPRD	Local Parliament member, project Commitee in Sula
79	Yuni Ayuba	BAPPEDA	Staff
Stakeholders in Central Sulawesi			
80	Soleman Daroel	NGO activist	Former PO Planning Central Sulawesi
81	Farida	BAPPEDA	PMU Central Sulawesi
82	M Marzuki	P4K Tadulako University	Director, Lecturer
83	Mutmainah Corona	KPPA (<i>Komunitas untuk Perempuan dan Perlindungan Anak</i>)	Director
Stakeholders in Palu City			
84	Dharma Gunawan	BAPPEDA	Head
85	M Fachri	BAPPEDA	PO Planning
86	Mohammad Firman	PU Department	MP Facilitator at Kawatuna
87	Yabidi	Kawatuna Village	Head/Lurah

88	Libo	Uentumbu	Villager
89	Wiwik Jumatul Rofiah	DPRD Palu City	Head II
90	M Masykur	PBHR (<i>Perhimpunan Bantuan Hukum untuk Rakyat</i>)	Director
91	Ferry Anwar	PBHR	Programme Coordinator
92	Neni Muhidin	<i>Nosarara Nosabatutu Forum, Al-khairat daily</i>	Member, editor
93	Alvin	Petobo Youth Community	MP Facilitator at Petobo
Stakeholders in Poso District			
94	Hikmansyah	BAPPEDA	PO Planning
95	Dani Purnawinata	Poso Kota	Secretary, former Lurah of Gebangrejo
96	Baharuddin Sapii	DPRD	Head of Commision III
97	Hasanuddin	Kayamanya Vilage	Head/Lurah
98	Ampai	Kayamanya Vilage	MP Faciliitator
99	Budiman Maliki	LPSM (Lembaga Penguatan Masyarakat Sipil)	Director
100	Iskandar	LPSM	Senior Researcher
101	Udat	Youth Center	Staff
102	Vina	Youth Center	Staff
103	Ningsih	KPPA Poso	Secretary
104	Samsul	LBH Poso	Director
105	Hamzah	Kayamanya	Villager

Annex 2. Key Documents and Products Consulted

- 1 Handbook on Planning, Monitoring and Evaluating for Development Results, United Nation Development Programme, (2009)
- 2 Assessment of Development Results, Evaluation of UNDP Contribution: Indonesia, Evaluation Office, UNDP, (March 2010)
- 3 Human Development Report 2010, The Real Wealth of Nations: Pathways to Development, UNDP
- 4 Human Development Report 2011, Sustainability and Equity: A Better Future for All, UNDP.
- 5 Participatory Dialogue: Towards a Stable, Safe and Just Society for All, United Nations, (2007)
- 6 Gender Equality: Evaluation of Gender Mainstreaming in UNDP, (2006)
- 7 Governance for Peace: Securing the Social Contract, UNDP Bureau for Crisis Prevention and Recovery, Bureau for Development Policy (2012)
- 8 Integrating Human Rights and Gender Equality in Evaluation: Towards UNEG Guidance, UNEG/G, 2011
- 9 United Nation Development Assistance Framework, Indonesia 2006-2010
- 10 Country Programme Action Plan (CPAP) 2011-2015, UNDP and GoI
- 11 United Nation Common Country Assessment, Indonesia 2004
- 12 Assessment of Development Result-Indonesia: Evaluation of UNDP Contribution, UNDP 2010
- 13 Strengthening Social Cohesion for Sustainable Development (SSCSD), Programme Document, 2011
- 14 Strengthening Social Cohesion for Sustainable Development (SSCSD) Baseline Survey Report, UNDP-CSPS UGM 2012
- 15 Concept and Implementation Peace Building Guideline, PTD, 2005
- 16 Final Report of Mid-Term Review, Peace through Development (Jakarta, 23 June 2009)
- 17 Final Report, Peace through Development Programme for North Maluku, Maluku and Central Sulawesi, Covering the Period 1 January 2007-31 December 2010, Prepared for the Government of the Netherlands, (September 2011)
- 18 Strengthening Social Cohesion for Sustainable Development (SSCSD), Programme Document, GoI and UNDP, (2011)
- 19 Peace through Development in Disadvantaged Areas (PTDDA), Project Document, GoI-UNDP, (June 2012)
- 20 Peace through Development, Programme Document, December 2005
- 21 *Petunjuk Teknis Lapangan*, Technical Field Guide, Peace through Development, (2006)
- 22 Peace through Development Programme for North Maluku, Maluku and

- Central Sulawesi, GoI and UNDP, January 2006
- 23 Programme Progress Report for the Government of the Netherlands, January to June 2007, (August 2007)
 - 24 Programme Progress Report for the Government of Netherlands, July to December 2007, (March 2008)
 - 25 Peace through Development, Six-Monthly Narrative, January-June 2008, (5 September 2008)
 - 26 Peace through Development, Six-Monthly Report, July-December 2008, (February 2009)
 - 27 Peace through Development, Six-Monthly Report, January-June 2009, Prepared for the Government of the Netherlands, (September 2009)
 - 28 Peace through Development Programme in the Provinces of Maluku, North Maluku, and Central Sulawesi, Progress Report, July-December 2009, Prepared for the Government of the Netherlands, (March 2010)
 - 29 Peace through Development Programme in the Provinces of Maluku, North Maluku, and Central Sulawesi, January-June 2010, Prepared for the Government of the Netherlands, (September 2010)
 - 30 Peace through Development Programme in the Provinces of Maluku, North Maluku and Central Sulawesi, Progress Report, July-December 2010, Prepared for New Zealand Aid Programme, (March 2011)
 - 31 Peace and Development Analysis in Indonesia, Overcoming Violent Conflict, Volume 5, CPRU-UNDP, BAPPENAS, CSPS-UGM, LabSosio and LIPI, (2005)
 - 32 Final Report, Strengthening Social Cohesion for Sustainable Development (SSCSD) Project, Baseline Survey, CPRU-UNDP and CSPS-UGM, (2012)
 - 33 CEWERS, Panduan Pelembagaan Sistem Peringatan dan Tanggap Dini Konflik di Indonesia, PTD and ITP, (February 2012)
 - 34 Kerangka Pencegahan Konflik di Indonesia, Laporan Akademik II, CPRU-UNDP, BAPPENAS, PTD, P2P-LIPI
 - 35 New Approaches in Building Peace: Behind the success of Peace through Development (PTD), PTD, BAPPENAS and UNDP, (2012)
 - 36 The Missing Link: The Province and Its Role in Indonesia's Decentralisation, Policy Issues Paper, UNDP Indonesia, (May 2009)
 - 37 Law on Social Conflict Management No 7/2012
 - 38 Proses Inisiasi Pembentukan Undang-Undang tentang Penanganan Konflik Sosial, PTD, (June 2010)
 - 39 Academic Paper of Conflict Management Bill, PTD, 2009
 - 40 PTD Annual Financial Report, 2008-2010
 - 41 Proceedings of Regional Workshop on Horizontal Inequalities and Conflict Prevention, Jakarta 26-27 July 2010

Annex 3. Evaluation ToR

Objectives of Assignment

In close consultation and guidance of the Planning, Monitoring and Evaluation Unit (PMEU) under the leadership of Mr. Angger Wibowo, Head of the Unit, jointly collaborating with the Conflict Prevention Cluster Programme Team of Crisis Prevention and Recovery Unit (CPRU), the Consultant Institution selected to this work will provide the following services:

General Objective: *To obtain valuable inputs regarding implementation of PTD project from January 2006 until end December 2011*, in order to get overall information of achievement of the objectives in accordance with the agreed indicators and targets, and an in-depth analysis regarding the successful activities implemented at the national and subnational levels, including achievements of sustainability and replicability.

Specific Objectives

The specific objectives of this final evaluation are:

- a) to assess comprehensively the effectiveness of the design of PTD project in supporting the achievement of project outputs;
- b) to assess the level of achievement of indicators and performance targets (which includes inputs, processes, outputs, results, benefits and impacts) both at national level and in each target areas.
- c) to identify problems encountered, solutions taken, as well as supporting and obstructing factors of the success of PTD project.
- d) to gain lessons learned and best practices, models, strategies and approaches that can be replicated in other regions.

Scope of Work and Expected Deliverables

This evaluation will focus on assessing the implementation of the Peace Through Development (PTD) project from the initial stage of its implementation from the last quarter of 2005 until the completion of major activities at the end of December 2011. The evaluation should take into account the implementation of the project at national and subnational levels i.e. Maluku, North Maluku and Central Sulawesi provinces. All the two objectives and respective outputs described above should be evaluated. The beneficiaries of the project at national, provincial and district levels for government and NGOs/CSO

should be consulted in the evaluation process through the **purposive random sampling methodology**.

The purposive random sampling methodology will be applied in the selection of areas to be evaluated in Maluku, North Maluku and Central Sulawesi Provinces such as 2 target districts of each province, 1 for each target district, and 1 village from each target s.

The key elements of the evaluation are to find out the relevance, appropriateness, efficiency, effectiveness, sustainability and impact of the PTD project (for detailed: see pages 168-170 Handbook on Planning, Monitoring and Evaluating for Development Results (see <http://www.undp.org/evaluation/handbook>.) Below are descriptions of these elements of the final evaluation:

- a. **Relevance:** evaluate the extent to which intended outputs of the PTD project are consistent with national and local policies and priorities and the needs of intended beneficiaries. Also evaluate the extent to which the PTD project was able to respond to changing and emerging development priorities and needs in a responsive manner.
- b. **Appropriateness:** Evaluate cultural acceptance as well as feasibility of the PTD project. While relevance examines the importance of the initiatives relative to the needs and priorities, appropriateness examines whether the initiative as it is operationalized is acceptable and feasible within the local context.
- c. **Effectiveness:** evaluate the extent to which the intended results of the PTD project have been achieved. This includes an assessment of cause and effect - that is attributing observed changes to project activities and outputs. Assessing effectiveness involves three basic steps: 1) Measuring change in the observed output, 2) Attributing observed changes or progress toward changes to the initiative or determining PTD project contribution toward observed changes, and 3) Judging the value of the change (positive or negative).
- d. **Efficiency:** evaluate how economically resources or inputs (such as funds, expertise and time) were converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs.
- e. **Sustainability:** Evaluate the extent to which benefits of the PTD project continue after external development assistance has come to an end. This includes evaluating the extent to which relevant social, economic, political, institutional, and other conditions are present and, based on that assessment making projection about the national capacity to maintain, manage and ensure the development results in future.

- f. Impact:** evaluate changes in human development and people's well-being that are brought about by development initiatives, directly or indirectly, intended or unintended.

Annex 4. Evaluation Team and Expert Panel CSPA-UGM

Evaluation Team

1. Frans Djalong (Evaluation Team Leader)
2. Luqman-nul Hakim, Evaluation Team
3. Arifah Rahmawati, Evaluation Team
4. Tri Susdinarjanti, Evaluation Team

Expert Panel

1. Prof. Dr Mochtar Masoed (Governance and Democracy)
2. Dr. Eric Heariej (Community Development and Conflict Studies)
3. Dr. Najib Azca (Peace Building and Conflict Management)