Low-Income Countries under Stress (LICUS) Trust Fund Grant
Technical Assistance to Post-Conflict Recovery Planning in Darfur

Grant Final Report

May 2010
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BACKGROUND

Sudan is the largest country in Africa by land area, with an estimated population of 37 million. It borders nine different countries with a coastal line of 500 miles on the Red Sea. Sudan became independent in 1956 and has been marred by on and off civil wars since. After more than 21 years of civil war, a Comprehensive Peace Agreement (CPA) was signed between the Government of Sudan and the main rebel movement, the Sudan People’s Liberation Movement (SPLM) on January 9, 2005. The CPA model was followed in the subsequent negotiations of other peace agreements such as the Darfur and the Eastern Sudan Peace Agreements signed June 5 and October 14, 2006, respectively.

The Darfur Peace Agreement (DPA), signed in June 2006 aimed to bring an end to the conflict in Darfur which erupted in 2003. However the Agreement failed to secure consensus among all parties affected by the conflict. The DPA did, however, establish the Darfur – Darfur Dialogue and Consultation (DDDC), as an autonomous and non-politicized process, mandated to enable Darfurians to voice their opinions and views to achieve sustainable peace and reconciliation in Darfur.

The realization of the DDDC was mandated to a preparatory committee (Prepcom) which was to conduct inclusive and extensive consultations among stakeholders in the Darfur conflict, facilitate drafting a broad agenda, and organize a Conference, where representatives will meet to discuss the challenges of restoring peace, overcoming divisions between communities, and resolving existing problems to build a common future in Darfur.

Ahead of the Prepcom being formed a DDDC Secretariat working under the United Nations African Mission in Darfur (UNAMID) was operationalized to (a) undertake initial consultations as a preparatory exercise to identify common ground issues that the DDDC PrepCom would consider when established, and (b) facilitate the selection of members of the Prepcom.

Since its inception in 2007 the Secretariat has been engaged in dialogue with a broad range of stakeholders in Sudan and abroad. The goal of these consultations was to solicit views, build trust and find ‘common ground’ amongst the various conflicting stakeholders. These initial consultations have resulted in a number of achievements, including identifying relevant individuals and organizations, familiarizing stakeholders in the Darfur conflict about the consultative process and soliciting their views.

Genesis and Rationale

Looking back at lessons learned from the Comprehensive Peace Agreement process for Northern and Southern Sudan, the JAM\(^1\) set priorities but no programming was proposed before the peace agreement was concluded. As a result there was a period before and following the establishment of the MDTFs (Multi-Donor Trust Funds) when there was no consensus on the most effective post conflict recovery and development programme. Time was lost while the two Governments and the MDTF Secretariats discussed priorities, until ultimately the two Governments established an internal mechanism for deciding on priorities.

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\(^1\) Much more than a technical exercise to raise external aid, the Joint Assessment Mission (JAM) was an inclusive exercise in strategic planning and economic reconstruction for a war-torn Sudan.
In designing and sequencing support to the Darfur peace process a key lesson that was being considered was that appropriate and timely support to the AU/UN-led negotiations is needed, in order to inform and broaden an understanding about the recovery and development needs and the gaps and to support the promotion of peace at the local level. This would help in the identification of priorities for recovery programmes and elicit reactions from all parties to the negotiations and, hopefully, support a rapid roll out of some specified, well considered, programmes during the final stages of the peace process, followed by a rapid scale up of this support package immediately after a peace agreement. Such a dialogue could also be an opportunity, at an appropriate stage, for preliminary discussions about reconstruction and development programmes in various regions and stimulate a debate about investment priorities.

Stemming from this realization a LICUS Grant TF056702 was approved in April 2006 in response to a request by the African Union Mission in Sudan for financial assistance in support of the post-conflict recovery assessment and planning process in Darfur, and, in particular, to help build short and medium term capacity for local ownership of the policy and development priorities among local and national authorities in Sudan and Darfur to enable the process of recovery to take place.

The assessment and planning process, known as the Darfur-Darfur Dialogue and Consultations (DDDC), was originally conceived of during the negotiations for the Darfur Peace Agreement (DPA) of May 2005. While many aspects of this agreement are inherently flawed, as many rebel parties did not sign the agreement, the DDDC remains one of the few institutions which retains credibility amongst all key stakeholders.

The DDDC process - an autonomous and non-politicized process, mandated to enable communities from Darfur to voice their opinions and views to achieve sustainable peace and reconciliation in their region; is based upon the continuation of research and consultation among local and national authorities in Sudan and the Darfur population. The ultimate aim is to better understand and address underlying causes of the conflict in the Darfur region and hence to support the Darfur peace process. As envisaged by the DPA, the DDDC process is managed by the Africa Union (AU).

Specific activities for which the grant was given were as follows –

- Providing support to the African Union for follow-up of the Darfur Peace Agreement, including organizing workshops on the socio-economic aspects of post-conflict recovery, and coordinating with Bank experts.

- Provision of technical assistance to assist in the post-conflict planning process, in particular related to the finalization of a post-conflict needs assessment and establishment of broad local ownership through an elaborate consultation strategy and operationalization of the Darfur Darfur Dialogue and Consultations (DDDC).

- Provision of technical assistance to identify specific requirements for technical expertise and follow-up to the DPA, in particular related to the DDDC.

- Strengthening the capacity of the Peace and Security Commission and the African Development Bank on both the specific post-conflict planning process for Darfur and the more general use of PCNA methodology in Africa.
The Conflict Unit of the Africa Region (AFTCS) has been working with the DDDC Secretariat since its establishment to initiate the intended research, analysis and consultation processes under the Project. As the DDDC Secretariat is a newly established entity with no separate legal status or effective financial management capacity, AFTCS sought the involvement of a capable and trusted non-governmental organization to support the DDDC Secretariat in the implementation of activities 1 and 2 of the Grant. The procurement process to recruit and contract a suitable and capable organization was completed in July 2008 and a contract was issued by the Bank to the Sudanese Development Initiative (SUDIA) in August.

INTRODUCTION

Supporting the Provision of technical assistance to assist in the post-conflict planning process, in particular related to the finalization of a post-conflict needs assessment and establishment of broad local ownership through an elaborate consultation strategy and operationalization of the Darfur Darfur Dialogue and Consultations (DDDC).

Phase I of the DDDC emerged out of brainstorming sessions with a wide range of Darfurians and other stakeholders to solicit views, build trust and find ‘common ground’ among various groups at conflict with each other. During this phase the preparatory DDDC emphasized its primary function of serving as a forum through which all stakeholders in the Darfur conflict can meet to discuss the challenges of restoring peace, overcoming divisions, and resolving problems to build a better future. The DDDC also stressed that in giving voices to people at the grassroots level, it would remain neutral and strive to ensure the peace process is comprehensive, inclusive, and non-politicized. Additionally during this phase the DDDC commissioned a conflict mapping exercise that provided valuable information and a better understanding of the consultation requirements across the region.

This initial phase, its successes and challenges, have provided the basis for Phase II which comprises a broad range of consultations at different levels, aimed at building consensus from the grassroots up, on the key requirements for a sustainable peace; and opening the way for a full-scale DDDC when the level of security and political conditions; and consensus reached through smaller consultations makes it possible to conduct a full DDDC.

To assist the on-going consultations and to provide the DDDC and the peace process with better understanding of the background and underlying causes of conflict in Darfur and of realities that need to be incorporated into the DDDC agenda, the LICUS Grant was used to support a Darfur wide research process which would provide concrete data and analysis on the stakeholders, common ground issues and reconciliation approaches and mechanisms.

This proposed research program would further explore these issues in support of the next phases of consultation as well as the peace process. It would also focus on the issues and typologies of conflict identified in an earlier DDDC commissioned Darfur Conflict Mapping Analysis. The research engaged local researchers through a partnership with the peace research centres’ at the universities of El Fasher, El Geneina, Nyala and Zalingei. Both local faculty and graduate students were heavily involved in all aspects of the research planning, implementation and reporting phases. This Darfur-wide research assisted the DDDC by -

- Validating, describing and evaluating the various typologies describing the causes and characteristics of conflict in various localities in Darfur.
- Examining how specific causes and characteristics of conflict could be tied to various aspects of the economic, social and ethnic environment in an area.
• Analyzing how conflict could be ameliorated or removed through a process of dialogue and consultation on core issues between contesting parties.

• Identifying the communities and locations where constructive dialogue and consultation is most likely.

• Providing a framework and identify the most important groups or individuals for future dialogue and consultation on the achievement of peace in Darfur.

The common found issues were an outcome of the first round of consultations conducted amongst Darfurians in the diaspora. These were:

• Land and natural resources
• Administration and democracy
• Identity
• Recovery and development
• Reconciliation
• Security

Providing support to the African Union for follow-up of the Darfur Peace Agreement, including organizing workshops on the socio-economic aspects of post-conflict recovery, and coordinating with Bank experts.

Linked with and partly following the first activity, a workshop to build the capacity of the DDDC and its stakeholders in large group consultations and explore directions for planning and post-conflict recovery were supported through the LICUS grant. The workshop served to - (1) validate the common ground issues as well as create neutral spaces for the emergence of other issues, (2) build trust and increased ownership of the DDDC process, and (3) develop commitment to initial post-conflict and recovery plans/directions.

PROJECT MANAGEMENT

The Conflict Unit of the Africa Region (AFTCS) has been working with the DDDC Secretariat since its establishment to initiate the intended research, analysis and consultation processes under the Project. As the DDDC Secretariat is a newly established entity with no separate legal status or effective financial management capacity, AFTCS sought the involvement of a capable and trusted non-governmental organization to support the DDDC Secretariat in the implementation of activities 1 and 2 of the Grant. The procurement process to recruit and contract a suitable and capable organization was completed in July 2008 and a contract was issued by the Bank to the Sudanese Development Initiative (SUDIA) in August.

For the research activity SUDIA was to provide financial management and backstopping services to the activity. The research itself was conducted by the university peace centers in Darfur under the field supervision of DDDC staff. These centers are in El Fasher, Nyala, El Geneina, and Zalingei. In each of the four peace centers there was a research team composed of a principal researcher who is also the project leader and four researchers
recruited from among the graduate students in each centre. The project involves six month of work but it may have elapse of up to nine month.

The second activity – the workshop was organized and facilitated by SUDIA in partnership with the Future Search Network, a voluntary world-wide Network offering public, non-profit and NGO future search processes and training for whatever people can afford.

AFTCS provided supervision, coordination and authorised disbursements against the grant.

**PROJECT IMPLEMENTATION**

The Grant was approved by the LICUS committee in April 2006 and a Grant Agreement finalized and presented to the AU in October 2006. Due to delays in the establishment of the DDDC office in Sudan, the Grant agreement was only countersigned by the AU and became effective in June 2007, the same month it was due to close.

An extension of eighteen (18) months through December 31, 2008 was provided in late June 2007. In December 2008 a further extension of twelve (12) months ending December 31 2009 was provided to enable completion of the research activity.

The ‘research, consultations and dissemination of results’ activity was scheduled to be carried out over a nine month period from September 2008 to May 2009. However due to delays in transferring funds to the contracted agency SUDIA from Washington due to the US restrictions and the economic embargo on Sudan it was not until January 2009 that actual mobilization and work on the research activity had began.

An inception report detailing the start-up of the research activity was delivered and approved in March 2009. During the period January through September 2009 research activities were conducted by each of the three (3) universities (located in each of the three (3) states of Darfur) focusing on two of the typology/issues which constituted 6 of the 7 common ground issues (see below table no. 1).

**Table 1: Typology of issues and areas covered**

<table>
<thead>
<tr>
<th>State</th>
<th>Typology/Issues</th>
<th>Research Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>South Darfur</td>
<td>Recovery and development</td>
<td>Adaein – Muhajriya – Sheriya</td>
</tr>
<tr>
<td></td>
<td>Reconciliation</td>
<td>Kaas – Eid-al-Fursan</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>West Darfur</td>
<td>Identity</td>
<td>Zalingei – Geneina – Krenik – Baida</td>
</tr>
<tr>
<td></td>
<td>Security</td>
<td></td>
</tr>
<tr>
<td>North Darfur</td>
<td>Land and natural resources</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Administration and democracy</td>
<td></td>
</tr>
</tbody>
</table>

A consultant provided support to the DDDC towards the planning, supervision and reporting aspects of this research activity. He worked directly with the four principal researchers located in Zalingei, Nyala, Al-Geneina and Al-Fashir and was attached to each of the three (3) universities in each of these 3 states of Darfur. The consultant also bore responsible for identifying together with the research teams in each of the three states any training and
institutional support requirements that might be necessary for improving the performance and results of the research activity.

During the research implementation period (January – September 2009) the SUDIA consultant made three visits to the field and held meetings with the research teams to discuss the inception phase, follow up on progress and troubleshoot the research work. When in Khartoum consultations and support were extended through telephone exchanges between the SUDIA consultant and the Research teams.

*Providing support to the African Union for follow-up of the Darfur Peace Agreement, including organizing workshops on the socio-economic aspects of post-conflict recovery, and coordinating with Bank experts.*

Following discussions between the AFTCS TTL and the DDDC team in Khartoum and an informal scan of capacity building needs amongst DDDC and partners, Future Search was identified as a promising and suitable method/approach which would help improve the DDDC and partners capacity with regard to socio-economic recovery planning. Future Search is a planning meeting that helps people transform their capability for action very quickly. Future Search meetings are task-focused and are able to bring together upward of 60 to 80 people in one room to discuss issues, and quickly mobilize for action.

The Future Search Leadership Training workshop was a three-day workshop organized and facilitated by the Sudanese Development Initiative (SUDIA) in partnership with the Future Search Network from the USA. Sponsored by the DDDC and funded by the LICUS Grant the training workshop was implemented in Khartoum during 15 – 17 December 2009 and attended by sixty-two (62) participants predominantly from the three states of Darfur.

The training workshop was designed to contribute towards developing the capacity of the DDDC, its various stakeholders and partners and impart new methods and skills that would enhance participation, transparency and the overall effectiveness of the DDDC process and its partners. The objectives of the training were:

1. To help a diversity of people understand how they can transform their ability to agree common goals and take action
2. To introduce an understanding of how Future Search can help many diverse stakeholders transform their capacity for coordinated action
3. To connect the people of Sudan to an international network of experience and support within the Future Search Network
4. To ensure that trainees have the capacity to make Future Search happen in their community

Preparation for the training workshop began in early October 2009 with the recruitment of a Conference Organizer with the primary role of undertaking all the necessary preparations ahead of the conference and supervising all logistic activities before, during and after the event. During the event and in the few days leading up to it the conference organizer was supported by a team of three (3) volunteers. Overall management and backstopping was provided by the Executive Office at SUDIA.
A number of consultation and coordination sessions were held with the team at the World Bank as well as with the DDDC. These consultative/coordination sessions ensured organizers and sponsors were constantly updated and informed on the preparations and were able to quickly provide support and resolve problems that arose. The training workshop was held at the Khartoum University guest facility in Shambat Area, Khartoum – Sudan and facilitated by two (2) international facilitators from the Future Search Network, supported by a national co-facilitator.

Around forty of the sixty two participants attending the training workshop came from Darfur in the west of the country, and the aspiration was to introduce a technique of transforming capacity for action that goes above and beyond the business as usual techniques that have not driven change in previous and current processes already underway.

The Future Search training took place over three days, with an introduction to the key social science that underpins the process. The basic insights were applied in a simulation, where the trainees took on roles that might be present in a real Future Search, such as community leaders and Government representatives. The issue chosen in the Khartoum training concerned peace building in a local community. The simulation highlighted the journey that participants undertake and how valuable it is to hear from every perspective in the room, without grandstanding and technical presentations. Participants also noted who it was valuable to have in the room to provide the full colour spectrum to the issue being dealt with.
PROJECT RESULTS & OUTPUTS

Final outcomes included – Six research papers. Each research team produced two papers on two of the common ground issues (typologies) identified above.

Six in-house seminars; two by each team to disseminate research findings and discuss how to utilize it in promoting reconciliation and consultation.

The research work undertaken with the Peace Centers accompanied with the in-house seminars validated and confirmed much of the initial findings that emerged from the first round of consultations undertaken by the DDDC. More importantly the research activity provided further evidence and greater knowledge with regard to the typology of issues and formed the basis for launching a second round of consultations by the DDDC with stakeholders in Darfur.

During the period October 2008 through June 2009 the DDDC in partnership with the Peace Centers from each of the three universities undertook a series of fourteen (14) common ground consultations across the three (3) states of Darfur. These consultations which typically lasted for two days were grounded on the findings of the research activity and carried out with different stakeholder groups.

<table>
<thead>
<tr>
<th>Stakeholder Group</th>
<th>Region</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tribal leaders and native administrators</td>
<td>Zalingei, West Darfur</td>
<td>October 27 – 28, 2009</td>
</tr>
<tr>
<td>IDP’s</td>
<td>El-Geneina, West Darfur</td>
<td>October 13 – 14, 2009</td>
</tr>
<tr>
<td>Civil Society</td>
<td>Nyala, South Darfur</td>
<td>October 4 – 5, 2009</td>
</tr>
<tr>
<td>Women</td>
<td>El-Geneina, West Darfur</td>
<td>August 30 – 31, 2009</td>
</tr>
<tr>
<td>Youth</td>
<td>El-Fasher, North Darfur</td>
<td>August 31 – September 2, 2009</td>
</tr>
<tr>
<td>Women</td>
<td>El-Fasher, North Darfur</td>
<td>July 29 – 30, 2009</td>
</tr>
<tr>
<td>Women</td>
<td>Nyala, South Darfur</td>
<td>July 14 – 15, 2009</td>
</tr>
<tr>
<td>Arabs &amp; Pastoralists</td>
<td>El-Fasher, North Darfur</td>
<td>November 10 – 11, 2008</td>
</tr>
<tr>
<td>Civil Society Leaders, Intellectuals &amp; Youth</td>
<td>El-Fasher, North Darfur</td>
<td>October 26 – 27, 2008</td>
</tr>
<tr>
<td>Tribal Leaders and Native Administrators</td>
<td>El-Fasher, North Darfur</td>
<td>October 22 - 23, 2008</td>
</tr>
<tr>
<td>Youth</td>
<td>Nyala, South Darfur</td>
<td>October 15 – 16, 2008</td>
</tr>
<tr>
<td>Tribal Leaders &amp; Civil Society Representatives</td>
<td>Nyala, South Darfur</td>
<td>October 8 – 9, 2008</td>
</tr>
</tbody>
</table>

During these two–day consultations, the participants worked in groups of three (3) to discuss the common ground issues: land and natural resources, security, identity, recovery and development, administration and democracy, and reconciliation, among themselves and then shared their recommendations with other groups. All of the participants met again to discuss points of agreement and disagreement, narrowed their differences and built wider consensus on their recommendations.

A merger of outcomes emanating from the stakeholder consultations and findings from the research activity were consolidating and are being used by the DDDC and partners as a backdrop as well as reference point with regard to issues which were being discussed by the peace brokers and conflicting parties at the DOHA peace talks. The DDDC through these
consultations has also been able to gain trust and confidence amongst the Darfuri population and has been instrumental in ensuring a voice for representatives from these stakeholder groups at the peace and negotiations table in DOHA.

Outcomes relevant to the common ground issues and which were researched through the project are captured in

**Identity** - The Darfur conflict has not changed the core identity of Darfurians. It remains an African–Arab identity and one with which the population is still grasping its customs, traditions, and shared culture. This identity is deeply rooted and fixed. It is not possible to reformulate it. The region with its mixed African–Arab culture, multicultural status, and which had for a long time existed in harmony, represents is a good example of the idealism of the Sudanese identity.

There has been a significant influx of non-Sudanese from neighbouring countries as result of the conflict and the fluidity of the borders. These new wave of immigrants in instances had been granted the Sudanese nationality and been allowed to settle. However it remains necessary to adequately verify how new settlers who arrived to Darfur during the war received their current nationality status and identity documentation which they possess. It is important to investigate the conditions and circumstances under which new settlers received their documentation and deal with them fairly according to what may be revealed.

**Administration & Democracy** - the demographic mobility and changes in the region which took place due to the conflict have greatly impacted and weakened the Native Administration and social structures in the region. There is a need to reinstall and support Native Administration as an effective mechanism for resolving problems that will in the immediate and short-term future remain beyond the capacity of the official channels to resolve.

Native administration whilst being deeply rooted in a tribal and lineage system that is capable of solving problems and disputes is nonetheless weakened by its lack of ability to cope and adapt to the social transformation and upheavals taking place in Darfur. Additionally, the emergence of new leadership, especially in IDP camps is challenging the old and traditional leadership and calling for reforms within the old traditional system. Reforms that would serve to minimize the politicization and influence being exercised by the central government.

The upcoming elections to be held in Sudan whilst providing a rectifying opportunity regarding the dissipating powers of native administration will face considerable challenges in being held in Darfur. Security challenges, limited civic and voting awareness amongst the Darfur population as well as limited confidence in the state to run free and fair elections. However, a free and fair electoral process would contribute to peace, stability, and reconciliation in Darfur, repair the damaged social fabric, and pave the way for sustainable development. A free and fair electoral process could contribute to peace, stability, and reconciliation in Darfur. Holding elections that are not genuine and free and fair could lead to chaos and further conflict and instability.

**Security** – issues around security revolve around three inter-related spheres which resonate across to other issues established as the common ground issues, the uncontrolled and illegal possession of small arms; the wide reaching and often-times unchecked powers of national state security organs; and the mistrust between all factions be they government, rebels, IDPs
or regular citizens. Of these three dimensions disarmament represents a priority or at minimum trying to curb the increase in small arms that are in circulation. State and national security organ’s have a bog role to play in re-instilling confidence and trust amongst local populations and ensuring they are confined to their role of gathering and analysing intelligence rather than carrying out operations to be carried out by the Army or police Forces.

**Land and Natural resources** – A significant percentage of the current conflicts erupting around land use involve nomads. Livestock routes have at times been trespassed upon by settled communities and at times these are poorly demarcated giving rise to farms being trespassed upon and leading to small disputes that may easily escalate to conflict between tribal groups.

Negotiations between settlers (farmers) and pastoralists regarding land and pastoral routes should take place according to common customs and traditions supervised by native administrations. It is critical that the authority of native administrations is supported so that it can effectively impose its powers to help control illegal weapons, deal firmly with outlaws, etc., until peace prevails and peaceful coexistence is reached between concerned parties. Native administrations have a role to play in actively supervise and physically monitor the reopening of livestock routes and in ensuring the unimpeded movement of pastoralists and their animals along well demarcated areas.

Options for nomad communities who want to adopt new livelihoods should also be catered for. Well–planned nomad settlement projects that include basic social services and infrastructure development elements will help nomadic groups settle and develop new livelihoods. They will also help mitigate new conflicts.

Support and assistance towards the restoration of damaged livelihoods that are environmental friendly and sustainable for Darfur may include an improvement of agricultural techniques, including the provision of improved seeds, mechanized agriculture and veterinary services to improve animal health. Modern water conservation techniques, including rainwater catchment systems, construction of dams and water barriers for vegetable and fruit production, and aquaculture. Providing opportunities for vocational skills training specifically in electronics repairs, agro-machinery repair and construction.

Land and natural resources are considered as one of the most important components of the human in the state. However, both issues need special treatment in some aspect vis-a-vis registration of holdings and the establishment of a Supreme Council for Natural Resources in the state which would be responsible for organizing the use and development of natural resources. In addition to that, there is a need for a review and capacity assessment of existing land related institutions, and their levels of coordination whilst ensuring that traditional land tenure systems and mechanisms are not be violated and that historical tribal rights are maintained in the development and application of land use and tenure systems.

**Recovery and development** – The conflict in Darfur is rooted in the extreme poverty and poor infrastructure which is also characteristic of other regions across the country. Humanitarian and relief operations continue to fulfil an important life-saving function in Darfur however under-development in the rural areas and in-security act as important factors which will need to be addressed through increased recovery and development programming.
Within war-time Darfur new livelihood systems have emerged. Within these systems relief is only one resource within a complex, diversified repertoire of strategies developed by households and individuals as they seek to maintain productivity within the war. Most of these coping strategies are dependent on two variables relief programming and security. IDPs are thus vulnerable to unaccountable decision-making amongst the donor community and the warring actors. These livelihood strategies are, in some cases connected to a by-now established war-economy, however, they are also connected to other “structures” perpetuating the war, for example ethnic polarisation and the politicisation of land conflicts.

Local NGOS and civil society are essential actors in any long-term programming designed to support efforts towards recovery and development. They are one of the sole instruments of political change outside of the warring blocs and they provide a key resource for any transition from relief to development.

**Reconciliation** – As mediations between conflicting parties continue there is consensus that sustainable peace requires measures towards reconciliation to be put in place. Higher level crimes may be left to the National Justice System or as is being discussed a transitional court which is comprised of a hybrid of national and regional justice officials who can deliberate on any crimes committed at the higher levels of government or their rebel counterparts. However the lower level crimes which amount for the greater part of atrocities committed during the conflict are best dealt with through the traditional legal system (the Juida) which not only stops at transacting justice but stands apart from traditional courts in that it is more conducive for future co-existence and reconciliation.

Reconciliation also extends beyond the exercise of justice to encompass compensation or reparations. Communities across different areas of Darfur have had their livelihoods shattered and their villages uprooted and will require special programs that ensure they are fairly compensated and provided with the basic requirements for their communities to begin on the process of recovery.

**Consultative approach and Alternatives**

Reinforced with findings from the research activity, the DDDC approach to carrying out the consultation captures the perspectives and recommendations of the various stakeholders and works to ensure that these are reflected at the peace talks. The Future Search training provided through SUDIA/FSN provided DDDC as well as partners and stakeholders with an alternative approach which not only achieves the DDDC aim but also provides space for processes and journeys to be undertaken that would allow people to ultimately agree on what they can work on together, and find a shared aspirational future as well as work towards that.

On the last day of the Future Search training event, participants undertook to explore where Future Search might be applied in their own work and areas. Up to nine specific Future Search proposals were explored and will hopefully have the chance to happen in the coming months (see annexed report on the training for further details). Groups have been set up to help take the process to the next level, to understand what needs to happen to have Future Search implemented at the local level in the three States of Darfur and other areas. There are now 62 advocates for Future Search in Sudan.
CONCLUSIONS AND RECOMMENDATIONS

The stated objectives as outlined in the original project document have all been successfully achieved. As evidenced from the outcomes of the research work the various typologies describing the causes and characteristics of conflict in various localities in Darfur have been described in the documents produced, evaluated and validated through the two-day consultation activities of the DDDC.

The research papers produced by the University of Nyala in South Darfur and the University of Zalingei in West Darfur have clearly elaborated on the specific causes and characteristics of conflict and in some instances linked these to various aspects of the economic, social and ethnic environment in the areas which were researched.

Whilst the Future Search leadership training workshop was instrumental in allowing the project stakeholders to (a) explore how conflict could be ameliorated or removed through a process of dialogue and consultation (b) identify the communities and locations where constructive dialogue and consultation as well as issues should be taken up; and (c) provide a framework and identify some of the most important groups or individuals for future dialogue and consultation on the achievement of peace in Darfur.

However, the research work and consultations carried out by the DDDC over the past two-years, whilst ensuring that consensus around the common ground issues was reached and the emanating recommendations factored into the on-going peace talks should be supplemented with parallel efforts that are supportive and encouraging of local stakeholders wishing to take some of these same recommendations forward.

The Future Search training workshop was successful both in terms of planning as well as the relevance of the subject matter of the training workshop. This was confirmed through the attendance levels during the three days as well as through the final evaluation done by the participants (see attached Annex I). The energy levels were extremely high during the group work and although the Future Search was run around a simulation and not a real life issue, participants nonetheless worked diligently and engaged wholeheartedly with the simulation. This represents evidence that Future Search is a method which is applicable to the Sudanese context and if taken further can be used within a number of contexts throughout Sudan.

Furthermore – throughout the workshop there was a strong sense that Future Search represents a way for the Darfur population to take greater ownership of key local issues (many of which reflect the underlying causes of conflict) whilst providing an opportunity and ability to mobilize and act in unprecedented ways. It also presents benefits to donors and outsiders in becoming a key stakeholder and partner with local populations, based on a better understanding of their role in assisting change to happen rather than being the driver of it.

Of major importance however, is the attention and effort that is needed in the planning stage of any Future Search event. This is one aspect of Future Search that makes it different from many other meeting methodologies. It is in the planning that we increase the probability of success through local ownership of the meeting and the follow-through. It is in the planning that the critical decisions are made of who are the right people to accomplish the task, how the task is framed and understood and how the outcomes will supported. A planning group of up to 12 people may take anywhere between three and six months (sometimes longer) to properly assess the issue, set the task, agree the best participants
who can deal with the issue at hand - using the AREIN criteria - people with Authority, Resources, Experience, Information, and Need.

There are a number of recommendations which the World Bank along with other sponsors and donors interested in building on this event and using the Future Search method may consider. These include -

Building on the initial suggestions of the four groups - It is clear that technical assistance is required to make sure that this seed that has been planted and seems to have sprouted, is given the best chance to grow and flourish. During the next phase technical support might be extended through SUDIA to identify and work with the sponsors in each of the four groups and begin to establish a planning group. The planning group will then consider how materials may be presented in a way that allows wider engagement with stakeholders. SUDIA may facilitate the planning process, helping the lead partner/sponsor develop briefs on the issues, identify best sponsors, explore local resources and assets that may be built on in terms of social infrastructure, resourcing, funding etc.

However, Future Search must be seen to be part of a larger process rather that a standalone event. The outcome of which would be setting up the best conditions possible for the post event success - if participants create strategic areas for intervention, many desired actions, and a spirit of wanting to get on with it and get something done, then to facilitate that some assistance is required in terms of administration, structure of groups, and indeed funding. This needs to be put in place by the planning group, or at least conceived by the planning group or sponsor so as to create the chances for genuine change and on-going success to be realized.
NEXT STEPS

Recommendations which DDDC or others may facilitate and/or provide space for them to be taken forward include –

Application of Future Search method – this represents the priority and logical next step. A number of potential Future Search applications have emerged from the four (4) groups. Organizers and Sponsors should meet to discuss these suggestions and discuss how they might be able to support the regional groups and their suggested ideas. Other potential Future Search applications which emerged outside these regional groups was around peace/community building between Nomads and Farmers in Umm-Shalaya area of West Darfur.

Reconciliation – Amongst the multiple recommendations set forth by the consultations was the need for improving the role and impact of media in peace-building and reconciliation amongst conflicting parties in some areas. The media and local popular communication mechanisms, such as the Hakkamat, woman singers, Baramka, poetry reading and tea drinking groups, and poets, have an essential role to play in reconciliation in Darfur.

Recovery & Development - In order to address the multiple dimensions of the conflict and work towards a sustainable peace a broader concept of human security will need to be considered alongside the security issues elaborated from the research/consultations. This broader concept will need to incorporate the important causes of ethnic conflicts such as stock routes, water for humans and animals and the limited income and employment opportunities, for youth and women in particular.
ANNEXES

Compendium of Project Documents

- Terms of Reference for the Research Project
- Terms of Reference for the Future Search Training Workshop
- Research Paper No.1 –
- Research Paper No.2 –
- Research Paper No. 3 –
- Research Paper No.4 –
- Research Inception Report (Arabic)
- Research Progress Report –(Arabic)
- Research Final Report (Arabic)
- Future Search Training Workshop Folder
- Future Search Workshop Report