



# Relationships and Resources

Environmental governance for peacebuilding  
and resilient livelihoods in Sudan



United Nations Environment Programme



<http://unep.org/Sudan/>



This report by the United Nations Environment Programme was made possible by the generous contribution of the Government of the United Kingdom

First published in June 2014 by the United Nations Environment Programme  
© 2014, United Nations Environment Programme

ISBN: 987-92-807-3396-9  
Job No.: DEP/1812/NA

United Nations Environment Programme  
P.O. Box 30552, Nairobi, KENYA  
Tel: +254 (0)20 762 1234  
Fax: +254 (0)20 762 3927  
E-mail: [unepub@unep.org](mailto:unepub@unep.org)  
Web: <http://www.unep.org>

This publication may be reproduced in whole or in part and in any form for educational or non-profit purposes without special permission from the copyright holder provided acknowledgement of the source is made. No use of this publication may be made for resale or for any other commercial purpose whatsoever without prior permission in writing from UNEP. The contents of this volume do not necessarily reflect the views of UNEP, or contributory organizations. The designations employed and the presentations do not imply the expressions of any opinion whatsoever on the part of UNEP or contributory organizations concerning the legal status of any country, territory, city or area or its authority, or concerning the delimitation of its frontiers or boundaries.

Cover Image: A pastoralist family on migration in North Kordofan © Brendan Bromwich

Report author: Brendan Bromwich

Photos: Unless otherwise credited the images in this report were taken by the UNEP Sudan team

Design and layout: Matija Potocnik

UNEP promotes environmentally sound practices globally and in its own activities. This publication is printed on recycled paper using eco-friendly practices. Our distribution policy aims to reduce UNEP's carbon footprint.



# Relationships and Resources

Environmental governance for peacebuilding and  
resilient livelihoods in Sudan

United Nations Environment Programme

# Table of contents

Acronyms . . . . .	3
Acknowledgements . . . . .	4
Executive summary . . . . .	5
Preface . . . . .	7
1. Introducing and integrating conceptual frameworks: livelihoods, environmental governance and resilience . . . . .	10
1.1 Setting the scene: adopting a livelihoods perspective in Darfur . . . . .	10
1.2 Linking livelihoods, environmental governance and resilience . . . . .	12
2. Relationships in governance and local peacebuilding . . . . .	16
2.1 Mapping and categorizing relationships . . . . .	16
2.2 Demonstrating relationships analysis in Sudanese governance . . . . .	20
3. Describing qualities of relationships . . . . .	22
3.1 Relationships in detail: the five main dimensions . . . . .	22
3.2 Practicalities: governance in relational terms . . . . .	24
4. Measuring progress in relationships . . . . .	27
4.1 The <i>measured pathway</i> of developing relationships . . . . .	27
4.2 Case studies . . . . .	29
5. Putting it together as a programme . . . . .	33
5.1 The Integrated Environment Project concept . . . . .	33
5.2 Relationships and the theory of change . . . . .	34
5.3 Case Study: Rebuilding governance – Integrated Water Resource Management in Wadi El Ku . . . . .	38
6. Conflict and Reconciliation in Darfur . . . . .	40
6.1 Three levels of conflict . . . . .	40
6.2 A long-term perspective . . . . .	42
7. Governance and peacebuilding in practice: Technical and political tracks towards peace . . . . .	44
7.1 Relationships, governance and peacebuilding . . . . .	45
7.2 Multiple routes towards peace . . . . .	45
8. Conclusions and recommendations . . . . .	48
8.1 Conclusions . . . . .	48
8.2 Recommendations . . . . .	51
References . . . . .	53
Annex 1. The development of the <i>measured pathway</i> . . . . .	55
Annex 2. Generic examples of the <i>measured pathway</i> in three categories of relationships . . . . .	56
Annex 3. CBNRM and development of relationships . . . . .	57
Annex 4. Expanding the case study: Outcomes promoting IWRM . . . . .	58
Annex 5. Workshops that build collaboration and shared understanding . . . . .	60
Endnotes . . . . .	62

# Acronyms

CBNRM	Community Based Natural Resource Management
CBO	Community Based Organisation
CEAP	Community Environment Action Plan
CPA	Comprehensive Peace Agreement
DCPSF	Darfur Community Peace and Stability Fund
DDR	Disarmament, Demobilization and Reintegration
DDRA	Darfur Development and Reconstruction Agency
DDPD	Doha Document for Peace in Darfur
DFID	Department for International Development (UK)
DIDC	Darfur Internal Dialogue and Consultation
DJAM	Darfur Joint Assessment Mission
DPA	Darfur Peace Agreement
DRA	Darfur Regional Authority
EC	European Commission
GDP	Gross Domestic Product
GWWD	Groundwater and Wadis Department (Now GWWU)
GWWU	Groundwater and Wadis Unit (part of MWRE)
ICRAF	World Agroforestry Centre
IDP	Internally Displaced Person
IWRM	Integrated Water Resource Management
IT	Information technology
IGAD	Intergovernmental Authority on Development
LJM	Liberation and Justice Movement
LPG	Liquefied Petroleum Gas
MEFPD	Ministry of the Environment, Forests and Physical Development
MDG	Millennium Development Goal
MWRE	Ministry of Water Resources and Electricity
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
NRM	Natural Resource Management
OCHA	Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute (UK)
OECD	The Organisation for Economic Co-operation and Development
PCEA	Post-Conflict Environmental Assessment
PIPs	Policies, institutions and processes
RRR	Return, reintegration and recovery
SIEP	Sudan Integrated Environment Programme
UK	United Kingdom
UN	United Nations
UNAMID	African Union-United Nations Hybrid Operation in Darfur
UNCT	United Nations country team
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNISDR	United Nations Office for Disaster Risk Reduction
UNISFA	United Nations Interim Force in Abyei
USAID	United States Agency for International Development
VDC	Village Development Committee
WASH	Water Sanitation and Hygiene
WES	Water and Environmental Sanitation Project



# Acknowledgements

The work reflected in this report has been developed over the course of UNEP's Sudan Integrated Environment Project (2009-2014) and its precursors Darfur Aid and Environment and Darfur IWRM (2007-2009) each with funding from DFID/UKAID. It draws on experiences and lessons learned under this project with the kind advice of numerous project partners. Where examples are drawn from the experience of other projects this is acknowledged in the text. We are grateful to Michael Schluter and John Ashcroft of Relational Research and Relationships Foundation for two useful brainstorming sessions in 2011, on the methodology used in this report. Magda Nassef has explored the methodology here with a number of case studies in Sudan and is active in developing the application of the indicators in community based project implementation. Many thanks for Salih Habel Majid for the assistance with the case studies that draw on the inspiring work of SOS Sahel Sudan and partners. Many thanks to Julia Ismar, Magda Nassef, Paul Kerkhof, Matt Willis, Laura James, John Ashcroft, Brad Smith, Dr Hamid Omer Ali, Dr Alawiyya Jamal, Iris Wielders, with comments on the draft report at various stages. Thanks also to Matija Potocnik, Cassidy Travis, Dimah Gasim Abdulkarim, Liz Finney and Jon Waddell for assistance with production of the report. Thanks in particular are due to Robin Bovey, Asif Zaidi, David Jensen and Howard Bell of UNEP and Simon

Narbeth of DFID Sudan for their encouragement and leadership in the development of both this report and the practical work upon which it is based. The report was authored by Brendan Bromwich, programme coordinator of UNEP for the project period described in this report.

## About Relational Research

UNEP has drawn on the identification of five dimensions of a relationship first published in 'The R Factor' (Schluter and Lee, 1993). This laid the foundation for the Relational Proximity model which has been used by Relationships Foundation to assess relationships in both the public and private sectors in the UK, Australia and South Africa. It provided the framework for analysis of new primary care organisations established as part of the British National Health Service reforms in the 1990s. The approach also was the subject of a UK Cabinet Office strategy unit seminar in 2009.<sup>1</sup> The Relational Proximity model is now the focus of a project to develop new ways of reporting on stakeholder relationships in the context of the new corporate governance code in South Africa. More information on Relational Research can be found on their website.

<http://www.relationalresearch.org/>

# Executive summary

The links between natural resources and violent conflict are complex. This is particularly true for Darfur where any one episode of violence may relate to a number of grievances operating at different levels. These can be politically motivated, such as the conflict between rebel groups and the government at the national level or may occur more at the local level relating to control of land and natural resources. Regardless of the driver, violent conflict has a fundamental impact on natural resources as well as systems of environmental governance.

These impacts have important implications for stability and peace in Darfur. Indeed, the Doha Document for Peace in Darfur calls for a new “framework for equitable access for various users of land and water resources”. Based on this need, the report argues that developing such a framework requires an approach that includes both technical work to restore degraded natural resources and rebuild new forms of environmental governance and political work capable of establishing a shared vision, resolving conflicts and advancing new forms of governance. This report describes practical experiences undertaken by UNEP and numerous partners in government and civil society between 2007 and 2014 to support Darfur’s own efforts to develop new inclusive and participatory approaches to environmental governance.

The approach is anchored in the idea that building and restoring cooperation over natural resources and the environment is important for both peacebuilding and governance. This approach requires rebuilding trust and relationships between stakeholders and communities that have been impacted by violence. It also calls for improving technical capacity of decision-makers and communities to advance new approaches for environmental governance and views local ownership and innovation as foundational to such efforts. Over time, improving cooperation over natural resources can have important “spill over” effects, often leading to cooperation in other domains and establishing a basis of trust for continued joint action.

At the core of this report is the idea that rebuilding good resource governance requires practical

steps to restore collaborative relationships amongst communities, institutions of government, civil society and the private sector, with each group pursuing their respective objectives in an equitable manner. In Darfur, many of these relationships have been destroyed by conflict and peace cannot be rebuilt until trust is re-established between these groups and with their governing institutions. This report demonstrates how relationships of three types need to be restored as a prerequisite to rebuilding good governance: (A) institution to institution; (B) institution to community; and (C) community to community.

Adapting and strengthening environmental governance is an essential agenda for Darfur, not just to end cycles of violence, but also to support resilient livelihoods given the numerous environmental and social changes Darfuri communities are facing.

This report is the third in a series of reports addressing the development of new forms of environmental governance in Darfur and Sudan more broadly. The first report, “Environmental Governance in Sudan: an Expert Review” was a self-diagnostic on the current situation. The second report “Governance for Peace over Natural Resources” considers how environmental governance is changing across Africa and provides a range of new approaches for practitioners in Darfur.

This third report focuses on the process by which governance and peacebuilding may be promoted using natural resources as the basis for rebuilding key relationships and trust. This was achieved through vision building followed up with collaborative project planning and implementation. The attention given to these elements of the project demanded a new approach to describing these “softer” project outcomes, alongside more tangible results (such as construction of water harvesting structures etc.). To achieve this, the report defines five main dimensions of a relationship together with a *measured pathway* for monitoring progress. The five relationship dimensions cover: Directness (good communication); Commonality (shared purpose); Continuity (time together and a shared history); Multiplexity (mutual understanding and breadth); and Parity (fairness).

Based on these five dimensions, the report introduces a theory of change for integrated environmental programming based on the following interventions:

- Direct implementation of improved environmental practices
- Capacity building of government institutions
- Improving institutional collaboration across government, civil society and the private sector
- Mainstreaming and advocacy to increase the uptake of environmental best practices by other organisations
- Awareness raising across all environmental stakeholders and communities

The application of relationships thinking is useful to a variety of different disciplines covering governance, community resilience, climate change adaptation, conflict prevention and peacebuilding, precisely because these agendas all rely on improved relationships. The relationships perspective also enables analysis of development interventions intended to have an impact on improving collaboration over natural resource use and management.

The report concludes with a series of recommendations for practitioners in Darfur as well as a broader set of recommendations for the wider international aid and peacebuilding community. These include the following:

- **Pursue a holistic and long-term strategy with both a technical and political tracks to end conflict over land and natural resources in Darfur.** This strategy should ensure coordination and dialogue between political and technical tracks on resolving conflict over natural resources and should be informed by other forms of environmental governance in similar contexts.
- **Ensure environmental governance is included as a long-term goal for peacebuilding and conflict mitigation in situations where there is conflict over natural resources.** Environmental Governance should therefore be an important theme in work on livelihood resilience in the Sahel and the Horn of Africa. The “Integrated Environment Project” concept may inform this approach.
- **Use the techniques and indicators developed in this report to enhance capacity building components of programme delivery and improve their overall quality.** This particularly applies to programmes that aim to enhance part or all of a sector – such as water, forestry, livestock, agriculture etc.
- **Support further research and development of the relationships based approach.** This may include the establishment of a community of practice with development and peacebuilding practitioners.

预览已结束，完整报告链接和二维码如下：

[https://www.yunbaogao.cn/report/index/report?reportId=5\\_14846](https://www.yunbaogao.cn/report/index/report?reportId=5_14846)

