



**The Republic of Sudan  
Ministry of Agriculture and Forests  
National Forest Corporation**



**Reducing Emissions from Deforestation and Forest  
Degradation (REDD+) Readiness Program**

**FINAL REPORT**  
**Developing**  
**Feedback and Grievance Redress Mechanism (FGRM)**  
**Sudan REDD+ Readiness Program**

**Agro Consult and Services  
Khartoum  
December 30, 2018**

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## 2. EXECUTIVE SUMMARY

Forests in Sudan, which provide a diversity of products and services to both the urban and rural communities, have, been subjected to gross misuse, as a result of population growth and the attendant increased demand for food and fuel wood in the traditional sector, or to commercialized agriculture. The country thus faces desertification and global warming, particularly that Sudan's capacity for restoration of the destroyed forests is limited to only one tenth of what is needed, (FNC, 2016). The Drivers of Deforestation and Forest Degradation include direct factors, such as agricultural expansion, overgrazing and logging, while indirect factors include population growth that leads to increased demand for forest products (FNC, 2016).

The main objective of this assignment is to develop a feedback and grievance redress mechanism, FGRM, and make it available to REDD+ stakeholders through the project activities outlined in this report. A contract was signed between the Client and Agro Consult and Services, (ACAS), to carry out the study assignment of the said project. Five experts of different disciplines were appointed to carry out the assignments, in consultation with government departments concerned with REDD+ program and the forest dependent stakeholders. Data collection and consultations were carried out in East Darfur, Gadaref and South Kordofan states, which represent deforestation and forest degradation hotspots. Secondary data was obtained from review of reports and studies on government policies, legislations and FGRM reports from other countries. Primary data, on the other hand, was obtained from the stakeholders by structured and semi-structured questionnaires to extract information on their experiences in managing and/or resolving forest grievances and conflicts.

The studies revealed the necessity for reinstatement and empowerment of the Native Administration (NA) as well as other informal mechanisms that can redress conflicts and grievance arising from utilization of forest products or implementation of REDD+ programs. The results obtained from focus group discussions, key informants interviews, (KII), Workshops, the Problem-Solving Workshop (PSW) and other forms of data collection indicate that forest dependent communities face grievances and conflicts in various regions of the country. Most rural areas in the Sudan rely heavily on traditional institutions to resolve disputes and redress grievances, in particular because access to formal judicial mechanisms, which are scarce in the rural areas, is time consuming and costly. The conflicting parties are committed by tradition to accept the rule of the village elders' committee, (Ajaweed), as a means of maintaining social order and stability.

For awareness, and capacity building on the proposed FGRM, there is need for actors at all sectors and levels to have good skills to manage the process of grievance redress, especially the procedure for receiving, recording and transferring the collected information. There is also a need to ensure that the corresponding entities obtain a comprehensive understanding of Climate Change, REDD+ goals and the overall context of the FGRM, as related to forest management. The necessity of

capacity building stems from the fact that grass roots stakeholders are still not fully abreast with the REDD+ agenda and could benefit from continued training and capacity support in view of their expected responsibility for its implementation.

### 3. MISCELLANEOUS CONTENTS

#### A. Abbreviations and Acronyms:

A/R	Afforestation/Reforestation
CBO	Community Based Organization
CFM	Community Forest Management
D+D	Deforestation and forest Degradation
ED	East Darfur State
FCPF	Forest Carbon Partnership Facility
FGRM	Feedback and Grievance Redress Mechanism
FNC	Forest National Corporation
GHG	Green House Gases
GMCRM	Grievance Management and Conservation of Resources Management.
GRM	Grievance Redress Mechanism
GS	Gedarif State
GtCO <sup>2</sup> e	Gigaton carbon dioxide equivalent
Ha	Hectare = 10,000 m <sup>2</sup>
KII	Key Informants' Interview
INDCs	Intended Nationally Determined Contributions (INDCs)
LC	Local Council
LTRO	Land Tenure and Registration Ordinance, 1925
ME	Monitoring and Evaluation
MF	Mechanized Farming
MFC	Mechanized Farming Corporation
NA	Native Administration
NTFP	Non-Timber Forest Products
NWFP	Non-Wood Forest Products
PSW	Problem Solving Workshop
REDD+	Reducing Emissions from Deforestation and forest Degradation + sustainable management of forest resources and enhancement of forest carbon.
R-PP	Readiness Preparation Proposal

SECS	Sudanese Environment Conservation Society
SK	South Kordofan State
SSCR	Sudan's Second Communication Report
ToR	Terms of Reference
ULA	Unregistered Land Act, 1970
UNFCCC	United Nations Framework Convention on Climate Change

### **B. Glossary:**

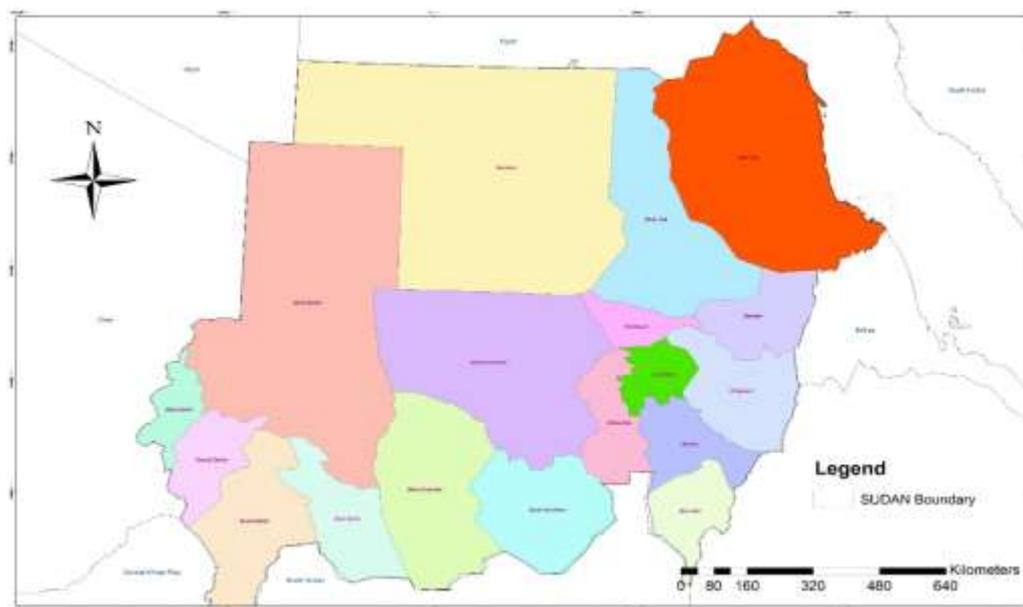
Abbala	Camel herding nomads
Agroforestry	Planting crops with woody perennials
Ajaweed	Village/Camp elder council
Baggara	Cattle herding nomads/tribes
Feddan	4,200 m <sup>2</sup> .
Hakura	Land allocated for a person/family
Harig	Burning of weeds along with hay
Hashab, tree	<i>Acacia senegal</i>
Joghan, tree	<i>Diospyrusmespliformes</i> Diospyros mespiliformis
Kitir, tree	<i>Acacia mellifera</i>
Murhal	Transhumance passage of the nomads
Nazir/Nazir Umoum	Highest ranking native/tribal administrator
Omda	Native administrator in a locality
Sawani	Livestock resting grounds along the Murhal
Sahab, tree	<i>Anogeissus leiocarpus</i> .
Sharmout	Dried meat
Sheikh	Native administrator at village level
Talh, tree	<i>Acacia seyal subsp. seyal</i>
Taungya	Planting of forest trees by landless farmers
Wali	State Governor

### **C. Miscellaneous**

## 4. INTRODUCTION

### 4.1. National Context

The Republic of the Sudan, which covers 1,886,068 km<sup>2</sup>, was administratively divided in 2017 into 18 States, (*Wilayat*; sing. *Wilayah*), Map (1), which are further divided into localities (provinces). Each state is governed by a *Wali*, (governor), assisted by a cabinet of 5-8 ministers and a number of locality commissioners, all of whom are appointed by the President. Whereas the elected State Legislative Council discharges matters of legislation at state level, an elected Locality Legislative Council is charged with the same at each locality. The population, estimated by the Central Bureau of Statistics at 40.8 million in 2017, is composed of many tribes, each is governed by a hierarchy of Native Administration, (NA), headed by a paramount chief bearing the title of *Nazir*, *Shartay*, *Mek*, *Melik*, *Firsha*, *Sultan* or *Sheykh*. The chief is assisted by a number of lower chiefs, each known as *Omda*, while the villages or nomadic camps are managed by *Sheykhs*. The title ‘*Nazir*’ is used in this report to represent any of the chiefs in the upper crust.



**Map (1) Republic of Sudan States 2017. Source: World Atlas**

Sudan is mainly an agricultural country, where much of the farming is of subsistence nature, employing some 70% of the total workforce, but contributes only 35% of the GDP. Whereas sorghum, millet and wheat are the main staple grains, the leading export crops are sesame, groundnuts, cotton and Gum Arabic. Plus, vegetables, fruits and sugar cane are also widely grown throughout the country. Sudan has the largest livestock population in Africa, over 100 million animal units, second only to Ethiopia,

predominantly, (90%), owned by nomadic pastoralists and grazed on some 75 million feddans of natural pastures. Sudan's forests provide a variety of products, among which gum Arabic is by far the most important, of which the country accounts for 70-80% of the world production. A variety of social conflicts and civil wars faced since independence in 1956, ended up in July 2011 with secession of South Sudan, the region that contained about two thirds of Sudan's petroleum resources and the greater part of its forests.

Forests play a significant role in sustaining biodiversity, support agriculture, environmental protection and livelihood for 77% of its population. They also contribute to national economy and food security by a variety of Non-Wood Forest Products (NWFPs), earn about 15% of country's hard currency, and provide about 15% of employment opportunities in rural areas. In addition to providing all domestic requirements of hardwood, the forests supply 70-80% of the national energy consumption, which is valued at about US\$2 billion. The forests have, however, witnessed accelerated degradation, from 46.5% in 1958 to 29.4% in 2005, before separation of the South, to only 11.6% in 2010, due to increase of the annual removal rate from an average of 0.74%/annum to 2.2%/annum, (FNC, 2016).

As indicated by Sudan's Second Communication Report (SSCR), the total GHG emissions and sinks for the year 2000 was 77,650 GtCO<sub>2</sub>e, which included 57,611 Gt from agriculture, 9,392 Gt from Land Use Change and Forestry (LUCF), 8,539 Gt from energy; 2,015 Gt from waste, and only 93 Gt from industrial processes. The trend in GHG emissions indicates an increase of about 8%; from 72,014 GtCO<sub>2</sub>e in 1995 to 77,650 GtCO<sub>2</sub>e in 2000. In 2000, the total GHG emissions in the three sectors that are covered in Sudan's Intended Nationally Determined Contributions (INDCs) were estimated at 8,539 Gt from energy, 9,392 Gt from LUCF and 2,015 Gt from waste, (SSCR, 2013).

Since 1942, the government introduced Mechanized Farming, (MF), in the eastern and central clay plains, characterized by uprooting and burning down of all the trees. Millions of hectares of natural forests, including Gum Arabic groves, have thus been cleared of tree cover. The system pushed the smallholders of croppers and herders over to the marginal, infertile, rugged and already degraded areas. This system has led to proliferation of a diversity of grievances and conflicts among the communities, whose traditional farming and grazing lands were taken over for MF or the tribal leaders who took advantage of being government agents for collection of land tax, "tugundi", to grab the best and extensive gum gardens, particularly in Kordofan. Land appropriation was based on the Land Tenure and Registration Ordinance, (LTRO), 1925, that was recommended in 1922 by a committee, headed by Bonham Carter, the then Legal Secretary, for settlement of conflicts and disputes over gum gardens and the baobab trees in Kordofan province. The committee recommended, among other matters, registration of the gum gardens to legitimate claimants and that all unregistered lands were to be treated as if they were registered in the name of the government. Notwithstanding the provisions of the Act, the government retains, by law, the right to appropriate any land, registered or not, if deemed necessary for public interest. The LTRO was later supported by the Unregistered Lands Act, (ULA), 1970, to include all other unregistered lands in the possession of the

government. MF, as well as other agricultural schemes, whether publicly or privately owned, were thus viewed by the government as “public interest”, without due consideration for the smallholder farmers and herders, who constitute the vast majority of Sudan’s population.

#### **4.2. Sudan’s REDD+ Program**

Reducing Emissions from Deforestation and forest Degradation, (REDD), is a global climate change effort to support the value of forests including the carbon sequestered and stored in forests. It encourages developing countries to adopt policy measures and positive incentives for reducing GHG emissions (UN REDD program, 2014). Sudan signed, ratified and parted to United Nations Framework Convention on Climate Change (UNFCCC, 1993), with the ultimate objective of stabilizing GHG concentrations in the atmosphere at a level that would reduce anthropogenic interference with the climate system. The country has since participated in many initiatives with regard to climate change mitigation and adaptation, including preparation of national inventories of greenhouse gases (GHGs). Although Sudan is not an emitter of a significant amount of GHGs, continuing deforestation and forest degradation are of concern. As such, a National REDD+ Program, which contributes to estimating in-country emission sources and sinks for GHGs and helps address deforestation and forest degradation drivers, is deemed necessary. The draft National REDD+ Strategy and Action Plan of Sudan have been developed in response to the Cancun Decision, Sixteenth session of the Conference of the Parties (COP-16), to enable determination of a comprehensive overview on the current condition of the physical resources and socio-economic indicators for development of the Strategy. In addition, a preliminary analysis of the drivers of deforestation and forest degradation is given, as well as the principal objectives of the National REDD+ Program.

The main Drivers of Deforestation and Forest Degradation according to, (FNC, 2016), are:

- Agricultural expansion: large areas are converted to mechanized and traditional rain fed and irrigated agriculture at the expense of natural forest, including gum Arabic groves, rangelands and wildlife habitats
- Logging: Energy and other wood consumption
- Overgrazing: Overgrazing, browsing and soil compaction impede natural regeneration of forests
- Forest fires, pests and diseases, droughts, fungal and insect attacks hinder forest natural regeneration
- Mining: has recently become one of the drivers of forest degradation
- Population Growth and Development: result in increasing demand for food crops, fuel wood, charcoal, and construction materials
- Markets: Increasing demand for high quality timber
- Law Enforcement: Weak institutional capacity and corruption
- Tree Tenure: Tree tenure policies that create perverse incentives lead to removal of on-farm trees.

### 4. 3. Objective of the Assignment

The objective of this assignment is to develop a feedback and grievance redress mechanism targeting REDD+ stakeholders through:

- a. assessment of existing formal and informal feedback and grievance redress mechanisms at local, state and national levels.
- b. identification of potential grievances and conflicts that may arise as a result of **REDD+** implementation,
- c. identification of current institutional strengths and capacity gaps for grievance resolution,
- d. developing a framework for the feedback and grievance redress mechanism, including a plan for building on strengths and closing the gaps for grievance redressing capacity and,
- e. planning for continuously improving and strengthening **GRM**, for the benefit of the stakeholders.

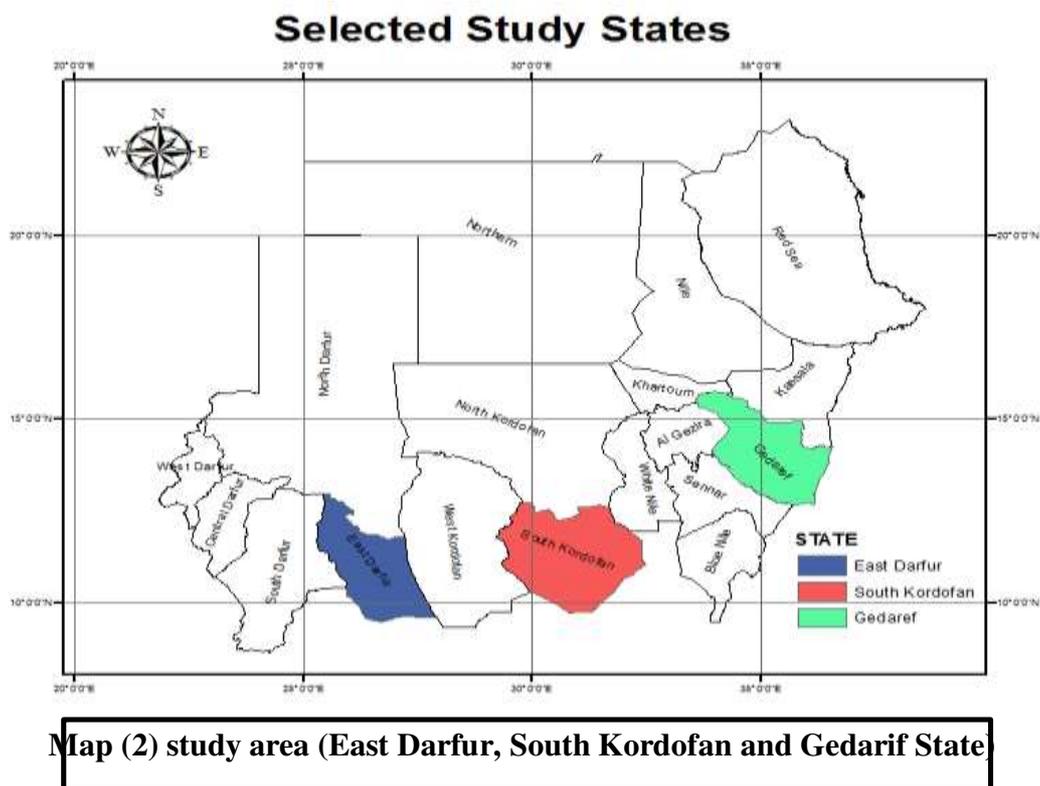
Design an FGRM that:

- addresses the concerns and handles grievances promptly and effectively and in a transparent and culturally appropriate manner
- is discreet, sensitive and responsive to the needs and concerns of the project affected parties
- allows access to judicial or administrative remedies
- allows anonymous complaints to be raised
- Includes a log for registering and tracking grievances and actions taken.

## 5. METHODOLOGY

### 5.1. The Pilot States

Three states were selected as study sites, for data collection and consultation, East Darfur, Gedarif and South Kordofan, to represent deforestation and forest degradation hot spots in different geographical regions with different forest cover and different land use systems. Whereas land use in East Darfur is predominantly based on rearing of large herds of livestock, Gedarif State economy is based on large scale mechanized farming. South Kordofan, on the other hand, is still largely dependent on traditional cropping and animal husbandry, which are presently being encroached upon by the mechanized farming. The study sites are currently regarded as important sources of forest products, such as fire wood, charcoal, building poles, and bamboo for central Sudan, as the traditional sources of these materials are depleted elsewhere through overuse. The local communities, which are aggrieved as a result of this, often complain to the NA or government authorities, FNC in particular, to stop these processes, but often than not, complaints do not receive the needed attention and response due to a myriad of reasons..



### 5.2. Approach.

The approach used to collect data for this study is based on literature review, stakeholder's interviews and field visits.

### **a. Secondary Data**

The secondary sources encompassed review of historic and relevant literature including more than 50 of related literature, reports and statistics. Maps and Deforestation and forest Degradation reports were reviewed to identify suitable sites with particular focus on activities leading to deforestation and forest degradation. The documents included government documents, records of UN agencies and a number of academic studies (MSc and PhD dissertations). The bulk of the documents consisted of government policies, legislations and reports from other countries related to FGRM.

### **b. Primary Data**

For the purpose of this study a consultative, participative, and interactive methodology was adopted including:

i. **Structured and semi-structured questionnaires:** These questionnaires were used to collect information concerning the study from 150 stakeholders, (farmers, herders), in the three states, while other questionnaires were designed to be filled by the key informants, also in the three states.

ii. **In-depth consultations with stakeholders – local communities with a focus on those currently engaged and interested in REDD+, forest officers, academia, judiciary, Native Administration (NA), civil society organizations (CSOs), nongovernmental organizations (NGOs), subject matter experts, private sector actors, and decision-makers in government.** The consultant held **key informant interviews (KIIs)** with policy makers and practitioners, researchers, civil society members, to generate information on their experiences in managing and/or resolving forest grievances and conflicts and on the necessary reforms in the policy, legal and institutional framework to render the proposed FGRM operational. These consultations were used to further validate the desk review, and provide on-the-ground realities in a participatory process executed through workshops, focus group discussions, and one-on-one interviews.

iii. **Focus group discussions with key stakeholders to identify the main conflicts and challenges facing the existing FGRM**

#### **iv. Field Visits**

Field visits were made to forests in the targeted areas in the pilot states to evaluate certain parameters of the conflicts and the factors affecting the forest status.

### **c. Respondents**

The target groups in the Focus Group Discussion, FGD, (76 interviewed) included politicians, employees from the Ministries of Agriculture, farmers, herders, tribal, and community leaders, CSOs, Gum Arabic Producer Associations (GAPAs), foresters and other natural resources officers.

*Table 5.1. FGD Respondents*

<b>State</b>	<b>Total No. of respondents</b>	<b>Female</b>	<b>Male</b>
East Darfur	48	14	34
South Kordofan	7	1	6
Gedarif	21	2	19
Total	76	17	59

And 150 respondents through questionnaire distributed in the three States, the total number of participants for the whole study were 226 respondents.

**d. Data Analysis**

The data of the questionnaire was analyzed using Statistical Package for the Social Sciences) SPSS to obtain frequencies for the stakeholders' responses to the questionnaires.

Information collected for this assignment included field notes, which were thematically analyzed, based on the specific objectives where narrative and content analysis were used to compare views on different issues.

## 6. MAIN FINDINGS

### 6.1. Existing and Potential GRMs

This chapter provides a summary of the main findings of the assessment, which are presented under three major titles, namely: grievances related to forestry sector within the REDD+ context, existing FGRM and the proposed FGRM in Sudan.

#### 6.1.1. FOREST sector Grievances

##### 6.1.2. Definitions:

The terms used in this study are adopted in the following connotations:

**Feedback:** Opinions on the performance of a project provided to those who run it.

**Grievance** is defined as actual or supposed circumstances regarded as a just cause for complaint that creates a sense of injustice amongst individuals or groups, (ACCS 2013).

**Redress:** To set right or remedy by removing the cause of a grievance or making up for it.

**Conflict:** a conflict is a situation in which a minimum of two parties strive to acquire, at the same moment in time, an available set of indivisible scarce resources as a result of relative deprivations.

##### 6.1.3. International REDD+ and GRM Legal Underpinnings

REDD+ originated from the 11th Conference of Parties in Montreal, Canada, 2005, when countries proposed a mechanism for reducing emissions from deforestation in developing countries. In the 13th Conference of Parties in Bali, Indonesia, 2007, countries acknowledged the contribution of emissions from deforestation and forest degradation to global anthropogenic GHG emissions (Decision 2/CP.13). The decision provided a mandate for several actions by countries relating to reducing the emissions in developing countries, such as capacity building, technology transfer, exploring a range of actions and demonstration activities and mobilization of resources to support these efforts.

The *Cancun Agreement* set out the policy approaches and positive incentives on issues relating to reducing GHG emissions and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries. The Cancun Safeguards (Appendix 1 of Decision 1/CP.16) are a set of seven actions (safeguard) that countries should promote and support while undertaking REDD+ activities that include:

1. Consistency with national forest programs and international agreements.
2. Transparent and effective forest governance:

Countries undertaking REDD+ activities should promote and support transparent and effective national forest governance structures, taking into account national legislation and sovereignty.

In the context of the feedback and grievance redress mechanism, this safeguard has two implications – first, by having transparent and effective governance, conflicts and grievances will be minimized; and secondly, whether or not the feedback and grievance redress mechanism is effective will largely depend on the effectiveness and transparency of the country ‘s forest governance framework;

### ***3. Respect for rights of indigenous peoples and local communities:***

Countries implementing REDD+ activities should ensure that there is respect for the knowledge and rights of indigenous peoples and members of local communities consistent with the *United Nations Declaration on the Rights of Indigenous Peoples, 2007*, relevant international agreements, and national laws.

### ***4. Effective stakeholder participation:***

Countries implementing REDD+ actions should ensure the full and effective participation of stakeholders, in particular indigenous peoples and local communities, in decision making relating to REDD+ including the design of the feedback and grievance redress mechanism;

### ***5. Consistency with conservation of natural forests:***

REDD+ actions should ensure consistency with the conservation of natural forests and biological diversity. A well designed and effective feedback and grievance redress mechanism will promote the conservation of natural forests;

### ***6. Measures to address risks of reversals:***

REDD+ actions should ensure that emissions reductions created by forest mitigation activities are permanent

### ***7. Measures to prevent leakage of emissions:***

Countries implementing REDD+ should take actions to prevent leakage of emissions.

The *Warsaw Framework for REDD+, 2013* requires all countries undertaking REDD+ activities to explain how all the Cancun Safeguards are being addressed and respected (Decision 12/CP.19). The Warsaw Framework on REDD+ also requires countries implementing REDD+ actions to put in place information systems for reporting on how the Cancun safeguards are being promoted and respected (Voigt and Ferreira, 2015).

### ***REDD+ under the Paris Agreement, 2015***

During the 21st Conference of Parties in Paris, France, countries reached an agreement to combat climate change and to accelerate and intensify the actions and investments needed for a sustainable low carbon future, by adopting the Paris Agreement, December 2015.

*Article 5(1)* of the Paris Agreement provides that all countries should take action to conserve and enhance sinks and reservoirs of greenhouse gases including forests.

Article 5(2) provides that countries are encouraged to take action to implement and support, including through results-based payments, the existing framework as set out in related guidance and decisions already agreed upon under the UNFCCC.

**Ensuring effective stakeholder engagement**

The *Guidelines on Stakeholder Engagement in REDD+ Readiness* (FCPF and UN REDD program, 2012) are designed to support effective stakeholder engagement in the context of REDD+ readiness for the Forest Carbon Partnership Facility and the UN-REDD program, with an emphasis on the participation of indigenous peoples and other forest-dependent communities.

These guidelines require countries to adhere to standards outlined in key relevant international instruments and to uphold the principle of free, prior and informed consent, (FPIC) as stated in the UN Declaration on the Rights of Indigenous Peoples.

**6.2. Stakeholder Response.**

**6.2.1. Overview.**

A system of information was designed to receive and register, acknowledge, assess and assign the grievances, prior to interviewing the respondents. Models for database management, into which the grievances would be translated, were designed to obtain information related to REDD+ implementation. The Sudan as a whole was considered one college, represented by the three pilot states, as samples. The respondents were divided up into three categories: (a) officials of government departments managing natural resources, (b) traditional farmers residing in villages and, (c) nomadic herders with large stocks of animal wealth. All the stakeholders are, in one way or another, largely dependent on the forests for sustaining the production systems. This trend of land use – extracting beyond the regenerative capacity - reduces the capacity of the natural forests to regenerate to bring about effective carbon sequestration and leads to increased **GHG** emission and the attendant **Global Warming**.

**6.2.2. Social Structure:**

The groups included 150 respondents, aged 20 to over 60 years to answer 45 questions. About 92% of the respondents were married (family members) (Table 6.2.2). The farmers constitute 76.7% and the herders are only 8.3% of the respondents. Beside the farmers and herders, the government employees were 10%, unskilled laborers were 1.7% and those on other occupations were 3.3%. Out of the total respondents, the majority, 95% are settled, 3.3% are nomads and 1.7% are internally displaced people. The data reveals that 56.7% of the respondents live in homes built from local materials, such as thatch grass and wood, 33.3% in red brick houses, 6.7% in mud or mud brick houses while 3.3% are nomads who live in tents.

**Table 6.2.2. Social Structure:**

Items	%
Marital Status, (married)	92
Farmers	76.7

Herders	8.3
Government employees	10.0
Unskilled laborers	1.7
Other	3.5

### 6.2.3. Range Management:

Land acquisition, which greatly varies between families/individuals, ranges from less than 5 to 1,000 feddans, obtained by inheritance (45.8%), rent (23.7%) and purchase (8.5%). The land is allocated by NA (3.4%) or free government land (18.6%). Apart from cropping, 52.6% of the respondent's own livestock of which goats are owned by 69% and sheep owned by 31 % of the respondents. The respondents who claimed that rangelands are normal were 17.0%, while 38.3% and 44.7% of the respondents claimed that rangelands condition is medium and poor, respectively. The perception of 84.9% of the respondents is that plant composition has changed, where 69.7% of them mentioned that the trend of change is to the worse. Nomadic system for rearing livestock is adopted by 46.7% of the respondents, while semi-nomadic and sedentary are practiced by 20% and 33.3% of the respondents, respectively. Over 70 % of the respondents' support programs for rangeland rehabilitation. The respondents who agreed that trees are useful as fodder were 82.5% of the total. Only 12.3% of respondents mentioned that livestock routes (corridors) are normal, while 66.7% and 21.1% mentioned that they are narrow and cultivated.

**Table 6.2.3. The perception of the respondents for range management**

Item	Status	%
1. Condition	Normal	17.0
	Medium	38.3%
	Poor	44.7%
2. Plant composition	Changed	84.9%
	Unchanged	15.1%
3. Trend of change	Better	30.4%
	Worse	69.4%
4. Type of livestock rearing	Nomadic	46.7%
	Semi nomadic	20%
	Sedentary	33.3%
5. Range rehabilitation	Harmful	29.6%
	Useful	70.4%
6. Trees as fodder	Useful	82.5%
	Useless	17.5%
7. Stock routes	Normal	12.3%
	Narrow	66.7%
	Cultivated	21.1

#### 6.2.4. Forest Management:

The respondents who claimed that forest resources degraded are 89.8%, while 8.5% claimed that forest resources are improved (Table 6.2.3). Regarding the level of forest management, 56.7% of the respondents reported that it is adequate and 26.7% claimed it is inadequate. For forest reservation, 42.4% believed that it is harmful to their interests, while 57.6% think it is not. Those who believed that forest reservation is the correct way for increasing forest estate are 89.3%, while 10.7% thought otherwise. The use of forest as a source of fuel wood is advocated by 98.1% of respondents and 1.9% use forest for wild fruits collection. Misuse as a cause of forest degradation is claimed by 31.7% of the respondents, 68.3% thought that degradation is irrationally used. Those who are willing to collaborate with FNC and range management department for improvement of the resources are 98.3%. The respondent who mentioned that forest development by Afforestation/ Reforestation (A/R), reservation and rational use, are 40.7%, 18.6% and 8.5%, respectively. The forest development by community forest management (CFM) and fire protection is claimed by 22% and 6.8%, respectively.

**Table 6.2.4 The perception of people on Forest Management**

Item	Status	%
1. Forests Conditions	Degraded	89.8
	Improved	08.5
2. Forest Management	Adequate	56.7
	Inadequate	26.7
3. Forest Reservation	Harmful	42.4
	Harmless	57.6
4. Increase Forest Estate	Reservation	89.3
	No reservation	10.7
5. Forest uses	Fuel wood	98.1
	Wild fruit	01.9
6. Degradation Causes	Misuse	31.7
	Rational use	68.3
7. Collaboration with FNC	Willing	98.3
	Unwilling	1.7
8. Forest Development	A/R	40.0
	Reservation	18.6
	Rational Use	08.5
9. Community participation	CFM	22.0
10. Protection	Fire control and management	6.8

#### 6.2.5. Conflicts and Grievances:

About 80% of the respondents confess on the occurrence of conflicts. About 60.4% of the respondents agreed that these conflicts and grievances occur between farmers and herders. The causes of conflicts and grievances are farming plus grazing and charcoal burning, land tenure, boundary disputes and others as mentioned by 79.3, 15.5, 3.4 and 1.7%, respectively. Those who claimed that parties in the conflicts and grievances are individuals constitute 92.9% of respondent while 5.4 and 1.8% of them

claimed that the parties are communities and institutions, respectively. The conflicts and grievances are resolved by NA as mentioned by 69.1% of the respondents. The Judiciary and other resolving agencies were mentioned by 29.1 and 1.8% of respondents. Most of the complaints are filed to the NA as mentioned by 80% of the respondents, whereas 20% of them claimed that complaints are filed to the judiciary. This is because NA is more accessible as mentioned by 55.6% of the respondents. The decision of Judiciary is more accepted as advocated by 81.0% of the respondents (Table 6.2.4).

**Table 6.2.5. Conflicts and Grievances**

Items	Status	%
1. Prevalence	Present,	80.0
	No conflicts,	20.0
2. Causes	Farming, grazing and charcoal burning,	79.3
	Land Tenure	15.5
	Boundary disputes	3.4
	Other	1.7
3. Segments involved	Farmers and Herders,	60.4
4. Parties	Individuals	92.9
	Communities	5.4
	Institutions	1.8
5. Resolving Agency	Native Admin.	69.1
	Judiciary	29.1
	Other	1.8
6. Complaints Filing	Native Admin.	80.0
	Judiciary	20.0
7. Accessibility	Native Admin.	55.6
	Judiciary	44.4
8. Decision Acceptance	Judiciary	81.0
	Native Admin.	66.0

### 6.2.6. Focused Group Discussion:

Natural resources managers in the government, of whom 56.9% were university graduates of many years' experience. About 98.3% were aware of the conflicts between the herders and FNC, who believed the problems are due to weak enforcement of forest laws, 33.9%. About 69.5% of the respondents believed it is necessary for FNC to establish an easily accessible office, or mechanism, to receive, handle and prevent escalation and prompt resolution of the conflicts. The vast majority, 94.6%, believed that the existing redress mechanisms, NA, will be more effective if they are properly implemented. The respondents, 60.0%, have assured that deforestation and forest degradation cannot be reduced or stopped without availing an alternative energy source.

### 6.3. Conflicts and Grievances:

Although REDD+ has the potential to reduce emissions, improve forest management, enhance local livelihoods and ultimately promote sustainable development, its implementation may have negative impacts on community livelihoods. These negative impacts could result in conflict and grievances that could arise through various stages of design and implementation of REDD+ activities.

Based on the consultation and analysis of information, gathered from primary and secondary data, the existing and/or potential conflicts and grievances that could arise during the REDD+ readiness activities and implementation of REDD+ Strategy include: conflict over boundaries of forest reserves, conservation areas and national parks; authenticity of land titles; revenue sharing; selective application of the law by the authorities; wildlife/forest conservation, restricted exploitation of natural resources and the search for livelihoods for local communities; trees to plant in the forest; land use and conflicts between local governments. Conflict over functions of and benefits from forest and range resources emerged between the central government and state authorities in Sudan. The central authorities were concerned about wood supply for urban needs, especially construction and other infrastructure development, such as fuel wood, communications transmission poles, building poles, railway sleepers and construction timber. Provincial authorities on the other hand were more concerned about local needs especially fuel-wood, NWFPs and fodder for livestock. The potential sources of grievances identified within the REDD+ readiness phase include:

- 1- Access to land and use of forest resources by forest dependent communities;
- 2- Access to the forests by fraudulent land titles;
- 3- Unauthorized trading on forest products;
- 4- Unfair pricing and marketing policies of forest products;
- 5- Mismanagement and unprofessional conduct of FNC personnel;
- 6- Conflicts between local governments and central government over jurisdiction on forests and conservation areas;
- 7- Lack of clear information on roles and responsibilities over forests
- 8- misuse of power and authority by some of the duty bearers, especially politicians;
- 9- Unclear boundaries of most forests and forest reserves, central forest reserves, district forest reserves and private forests. Should the existing and potential conflicts and grievances identified above remain unresolved, they are likely to arise during the implementation of the REDD+ Strategy.
- 10- Ambiguity on the benefits and values from the REDD+ to direct beneficiaries/affected persons and other interested parties.

11- Eruption of cross sector conflicts over land acquisition, particularly between the forestry and agricultural sectors. The recent rush for gold mining has destroyed parts of natural forests where smallholders traditionally practiced cultivation, herding, fuel wood harvesting, wild fruit gathering or fishing. Use of poisonous products by the gold seekers has often endangered human and livestock lives.

#### **6.4. Grievances Within REDD+ Context**

Rain-fed agriculture and grazing constitute the predominant sector where communities depend on natural environment for subsistence. As a result of climate change and the scarcity of rain, conflicts erupt between farmers and pastoralists as resource-based conflicts and develop into tribal and ethnic warfare. Moreover, grievances result from decrease of agricultural lands and, consequently, forest trees are cut down for cropping. The forest sector has, nonetheless, successfully implemented agro-forestry, (Taungya), inside forest reserves, as a measure of redressing the grievances related to shortage of arable land. It is, therefore, crucial to disseminate awareness on the environmental and economic impacts of tree planting especially among the forest land users and the native administration. It is particularly important that the smallholders realize the mutual benefits shared with FNC, involving availability of land for cropping and tree establishment.

#### **6.5. Feedback and Grievance Redress Mechanism (FGRM)**

(FGRMs) are organizational systems and resources established by national and or local governments to receive and address concerns about the impact of their policies, programs and operations on stakeholders. FGRMs act as recourse for situations in which, despite proactive stakeholder engagement, some stakeholders are concerned about a project or program's potential impacts on them, (FCPF/UN-REDD, 2015). They are intended to complement, not replace, formal judiciary or other forms of legal recourse, for managing grievances. It should also be recognized that not all complaints can be handled through FGRM. For instance, grievances that allege corruption, and/or major and systematic violation of human rights are normally referred to administrative or judicial bodies for formal investigation, rather than to FGRMs for collaborative problem solving (FCPF/UN-REDD, 2015). The FGRM should effectively and efficiently receive and respond to the concerns, complaints and grievances that REDD+ stakeholders and other parties may have during both the readiness and implementation phases, (Fiji REDD+ FGRM, 2017).

The proposed FGRM should be:

- *Legitimate* – has clear, transparent, and sufficiently independent governance structures to ensure that no party to a particular grievance process can interfere with the fair conduct of that process.
- *Accessible* - must be publicized to those who may wish to access it and provide adequate assistance for aggrieved parties who may face barriers of access, including language, literacy, awareness, finance, distance, or fear of

reprisal. It should be accessible to the diverse members of the community, including more vulnerable groups such as the elderly, women, youth, and the disabled.

- *Predictable* - must provide a clear and known procedure, with time frames for each stage; clarity on the types of process and outcome it can, or cannot, offer; and means of monitoring the implementation of the outcome.
- *Equitable* - must ensure that aggrieved parties have reasonable access to sources of information, advice, and expertise necessary to engage in a grievance redress process on fair and equitable terms.
- *Rights-compatible* - must ensure that its outcomes and remedies accord with internationally recognized human rights standards.
- *Transparent* - must provide sufficient transparency of process and outcome to meet concerns of public interest at stake wherever possible.

The Ministry of Agriculture and Forests and the Higher Council for Environment and Natural Resources are instrumental in seeing that all complaints are redressed and that contraventions on the said principles do not occur. NGOs also play important roles, as they normally visit areas where complaints have occurred, to investigate, report and make sure of there being redressed.

## **6.6. Procedure for forest Reservation as FRGM model**

Although forest service was established in Sudan since 1902, forest reservation was started three decades later, in accordance with the Forest Act, (1932), with the main objectives of supplying forest products need soft the country a saw hole and environmental protection. However, the effort of FNC has fell short of achieving those objectives, as the reserved area, at present, has not exceeded 5.6 % of the country's area, (FNC, 2016). The remaining forest land is still being freely used by 77 % of the population, for subsistence farming, grazing, fuel wood harvesting and a diversity of other uses, all of which are drivers of deforestation and forest degradation, (para. 4.1.). this trend of forest resources management rendered the country less able to meet its international obligations of carbon sequestration or mitigation of global warming.

Forest reservation processes are often faced with conflict of interests of the forest dependent communities who have, over the time, acquired usufruct rights and privileges scattered all over the country. These rights are the cause of grievances and, quite often, confrontation whenever FNC attempts creation of a forest reserve. FNC, however, adopts a wise strategy of obtaining prior consent of the main stakeholders in the proposed forest reserve, (PFR), by consultations with NA, locality administration and state government. These consultations eventually end up by payment of compensation to the forest dependent community members for the loss of the acquired rights and privileges so that they would have no more claims over the specified land area. This procedure constitutes a grievance redress mechanism, (GRM), in all acts of

forest reservation. The land is, thereafter declared as a “Forest Reserve” which is witnessed by the Chief Justice, who publishes the declaration in the official Sudan Government Gazette, prior to being signed by the President.

### **6.7. Existing FGRMs**

Conflicts and grievances are redressed in the rural areas by locally recognized informal hierarchy of the **Native Administration**, (NA), which begins with ad hoc committees of village elders, known as ‘*ajaweed*’, headed by the *Sheikh*, followed by his/her boss, the *Omda* and ends up with the paramount chief, the *Nazir/Shartay*. These institutions, however, lack powers of enforcing their decisions on land tenure issues, in which case the plaintiff might seek redress at the formal institutions, the law courts. There is no clear structure of the *ajaweed*, who are family heads or elders in the village or nomadic camp. They are, however, selected by the sheikh, according to his own judgment, among those who have the capability of solving the specific problem at hand amicably. Most *omdas* have no courts, but rather depend, like the sheikhs, on *ajaweed* of their own choice, who act as the *omda*’s consultative council, to redress grievances amicably. The aggrieved persons seek redress from the *omda* when the sheikh and his *ajaweed* fail to resolve his grievance and, when unsatisfied by the *omda*’s decision, appeals his case to the *nazir/shartay*. The decisions of the latter are appealed at the formal district or state courts.

The mechanisms that can detect, prevent or minimize the escalation of, and resolve conflicts and grievances in forestry sector are the formal and informal institutions. The formal mechanisms are the line ministries, state and locality authorities and the judiciary. The informal mechanisms, on the other hand, include the Native administration, traditional/cultural leaders, trade unions and religious leaders.

Both the formal and informal mechanisms have varying degrees of success in the mitigation of grievances and conflicts between forest dependent communities and forest/park agencies. They are likely to be inadequate in resolving the anticipated conflicts in the light of implementation of REDD+ strategy. While the NA and traditional/cultural leaders still play an important role in mitigating conflicts among forest dependent communities, their influence and respect as related to natural resources is declining, especially among the youth. Nonetheless, the informal mechanisms remain the sole grievance redress and conflict resolution agencies in most of the rural areas where formal mechanisms are scarce or not available.

At the national level, there exists a supreme court as the utmost level of resolving disputes in all lower levels in addition to the recently established Board of Grievances as additional mechanism to look into resolving all disputes other than court systems. There is an environmental court in Khartoum to dispose of cases that contain environmental disputes and issues.

### **6.8. Gaps and Weaknesses**

Key stakeholders identified the following main gaps and weaknesses of existing FGRM:

- a. Need to restore native courts, with powers delegated to *Sheikhs, Omdas, Naziers* as to enable them resolve grievances at the grass – root level. Thus, legal reform to amend the existing legislations and to draft new legislations is instrumental.
- b. Trade Unions, which were mandated in the past to redress grievances of their membership, have been dissolved. Reinstatement of the trade unions is recommended.
- c. Gaps in the dissemination of information between sectors and between various levels of government on REDD+ related matters.
- d. Inadequate funding, deployment of human resources and equipment required to handle grievance redress within informal level and poor monitoring and implementation of the processes.
- e. Weak collaboration between key government agencies, including the Ministry of Finance and the Forest National Corporation, that are core to management and policy decisions on the forest and natural resources sector, which are the REDD+ related sectors. Lack of collaboration, which currently prevails among the said sectors, could negatively affect the proposed FGRM for the REDD+ program.
- f. Lack of an equitable national land use plan has resulted in conflicts between competing sectors, such that smallholders have been pushed away by mechanized farming to marginal lands.
- g. Lack of relevant skills and knowledge required to administer the various forms of grievance redress/dispute resolution at different levels.
- h. Awareness and knowledge on REDD+ and, indeed, on the role of forests in sustaining production systems and environmental protection, are lacking in the formal grievance redress institutions at all levels.
- i. Lack of awareness on the importance of REDD+ and its impacts on livelihood.
- j. Lack of alternative energy resource in the rural areas leads people to depend on fire wood and charcoal for cooking.
- k. Harvesting of non-wood forest products, such as gum Arabic, wild fruits, herbs etc. often leads to conflicts, as the trees are subjected to illicit felling or other damages.

## **6.9. Proposed FGRM**

### **6.9.1. General Objective**

The general objective of the proposed FGRM is to contribute to the detection, prevention and resolution of conflicts, and to contribute to an enabling environment for transforming conflicts into one of peaceful coexistence and community cohesion. It stresses the shift in conflict because of its potential role in improving relations between and within conflict-affected communities. In addition, the proposed FGRM is

designed to direct grievances to an institutionally acceptable mechanism for resolving potential conflicts during REDD+ preparations and implementation. It focuses on dialogue and problem solving as an intermediate pass way for stakeholders to discuss and resolve conflicts. The FGRM primarily deals with interest-based disputes, which means that there are conflicts between groups that have a form of interdependence in perceived benefit-sharing on forest products and boundaries.

The proposed FGRM seeks to adopt the existing formal and informal institutional structure and in the process, streamline the current informal or formal grievance mechanism. Official rules include the court system, while informal systems include mechanisms used by NA for compensation for grievances. The proposed FGRM, however, is not intended to replace the current grievance compensation mechanism but rather as a hybrid structure that creates a more effective approach to dispute resolution and redress of grievances resulting that may result from REDD + preparation and implementation activities. If people or communities affected by REDD + disputes do not find satisfactory FGRM intervention and decisions, they may seek redress through the formal court system.

### **6.9.2. Specific Objectives**

FGRM specific objective is to:

Contribute to the timely resolution of grievances and conflicts related to REDD + in an effective manner.

The proposed FGRM will:

- contribute to improvement and restoration of relations between individuals and communities affected by conflict as a result of REDD + activities;
- help detect and prevent conflicts before they occur, mitigate their consequences, and prevent them from escalating;
- enable voiceless and vulnerable people (e.g. the poor, elderly people, marginalized communities and neighboring forests), to file complaints and receive timely feedback.
- improved stakeholder participation and decision-making through dialogues, grievance redress and dispute settlement.

### **6.9.3. FGRM Rationale**

The study results indicate that forest stakeholders have different forms of grievances and conflicts in various regions of the country. Most rural areas in the Sudan rely heavily on the NA for resolving disputes and redressing grievances, in particular because of difficulty of access to the formal judicial mechanisms.

Approach to addressing conflict:

When a complaint is lodged, interventions are usually carried out by the *Ajaweed* committees, which consist of community elders or members who are able to do so, usually headed by the sheikh, as outlined above. The conflicting parties are committed by community traditions to accept the rule of the *Ajaweed*, as a means of maintaining social order and stability. Compensation for the aggrieved person includes correction of damages and, in some cases, a small fine, "for coffee", to the Commission, which

does not have administrative or judicial powers to have its decisions implemented. In the event that one of the parties to the dispute felt aggrieved, he or she may file a complaint with the Omda, who shall resolve the matter by reviewing the deliberations of the Committee in the presence of the Sheikh.

If the *sheikh* fails to resolve the disputes, the case may be referred to the upper levels of local administration, *Omda* or to the court of the Nazir, which issues final judgment. The decisions of the *Nazir's* court, which has limited judicial powers, are subject to appeal in the official district court, where the sentence may be appealed to the higher levels of the judiciary. However, citizens are often reluctant to go beyond the Nazir's court, because it is considered an act of non-compliance with the decision the paramount chief, who is responsible for all the tribe's resident in his area, and also because it takes valuable time and costs money to go for further judicial proceedings, which might go up to the Court of Appeal. The NA is thus the principal mechanism for settlement of grievances, because of their closeness to and acceptance by the community. For this reason, a system of delegation of authority to the NA is proposed to enable effective and efficient handling of conflicts and grievances. Delegation of authority was proposed by all concerned persons in the three pilot states, because they believe NA is still the most appropriate mechanism for reaching the masses to maintain social stability in the remote villages and nomadic camps.

Other GRMs, such as the former trade unions and CBOs, were mandated to preserve the interests of smallholders in the past. The most active unions in the country were the Farmers' Union, the Pastoralists' Union, Gum Producers' Union and Women's Union, which were charged with protecting the interests of their membership. The trade unions were, however, modest in dealing with the problems faced by both the membership and institutions, perhaps because of political discord with the incumbent ruling elites or parties. As a result, unions were not able to make use of the resources available to promote the trades.

While the formal mechanisms have been widely accepted, and trusted by forest-dependent communities to resolve conflicts, they have been seen as inaccessible to most stakeholders, who might face financial or temporal constraints to bypass the red tape obstacles within the concerned institutions. Furthermore, the formal mechanisms have played no significant role in the detection and prevention of grievances and conflicts. The informal mechanisms, on the other hand, have been more accessible and dependable in providing restorative justice. However, the informal institutions often suffer from weaknesses, or are undermined by the lack of legal powers or administrative authority for undertaking conflict resolution duties, particularly when faced by competition with politicians. There is thus a need to establish an effective mechanism to receive, evaluate and address grievances and conflicts arising from implementation of REDD+.

## **6.10. Proposed FGRM Structure**

### **6.10.1. Village and Nomadic Camp Level.**

Conflicts and grievances at Village and Nomadic Camps Levels throughout each Locality are handled by the sheikh and ajaweed. The Omda and ajaweed perform the same at sub-locality level, while the Nazir, handles the grievances at the tribal or

(*nazirite*), level within the locality by reference to FNC circulars/local orders. The function of the ajaweed is to listen to both the plaintiff and the defendant, try to settle the matter amicably, by correction of the damage and persuade the conflicting parties to forgive one another, as a step towards preserving the closely-knit social fabric which binds the villagers together. No penalty is imposed, except that a small fine might sometimes be demanded from the offender, for coffee or another suitable donation for the committee, which is also the custom to support the Omda's ajaweed. The system is basically the same as the recommended model, except that the proposed FGRM, as an institution, should be supported with adequate judicial and administrative powers that would enable it implement its decisions when necessary. Notwithstanding its new powers, the FGRM should always uphold, first and foremost, the spirit and adopt procedures of amicable settlement of the conflicts, in order to preserve the social fabric from disintegration. This is particularly important because residents of a village or nomadic camp are socially connected to one another with blood relations, marriages or other interests which they are keen to preserve by following advice from the village or camp elders, ajaweed FGRM.

#### **6.10.2. Locality Level**

Local governments with administrative and political authority, supported by government departments at the locality, in collaboration with Nazir, who is linked to District court, shall constitute FGRM at the locality level. The NA, which is a critical element of the entire FGRM (see Figures 3.1 & 3.2), is elected by the local people, as described above, and endorsed by the government. It is, in fact, a low cost and efficient administrative and judiciary system based on customary laws to deal with personal matters or offences on natural resources. It is proposed that any grievances and conflicts that are not resolved at the village level, should be referred to the State FGRM and the Environmental court (see figure 3.2). If the NA structures, the Locality FGRM and the Environment court fail to resolve a grievance or conflict, or if any aggrieved party is dissatisfied with the conduct of the structures above, they will still have the option of appeal to the formal courts/judiciary within the locality.

#### **6.10.3. State Level.**

It is proposed that FGRM be formed at the state level from the commissioners, representing the governor of the state, representatives of the locality legislative councils, community development officers and natural resources departments of agriculture, forests, rangelands, wildlife, water and environment. This new institutional structure, which wields administrative and political powers, should handle the conflicts and grievances at state level, in collaboration with NA. Should the state FRGM fail to resolve the issues, the cases might be appealed to the Environmental Court at the state level, Fig.6.1.

#### **6.10.4. National level**

**The national FGRM Secretariat, which is a proposed institutional structure, should be formed from FNC as chairperson, and representatives from line ministries, REDD+ Coordinator, FGRM Secretariat, relevant trade unions and the High Court. Cases unresolved at the national level should be referred to the Court of**

Appeal, which will pass and enforces decisions as orders of the court. The strength of the orders stems from the authority of the Court of Appeal of regulating its own procedures, without being bound by the rules or procedures followed by the ordinary courts. Any party aggrieved by the decision of the Court of Appeal may appeal to the Supreme Court within thirty days of the issuance of the decision or order.

### **6.11. Challenges Facing the FGRM**

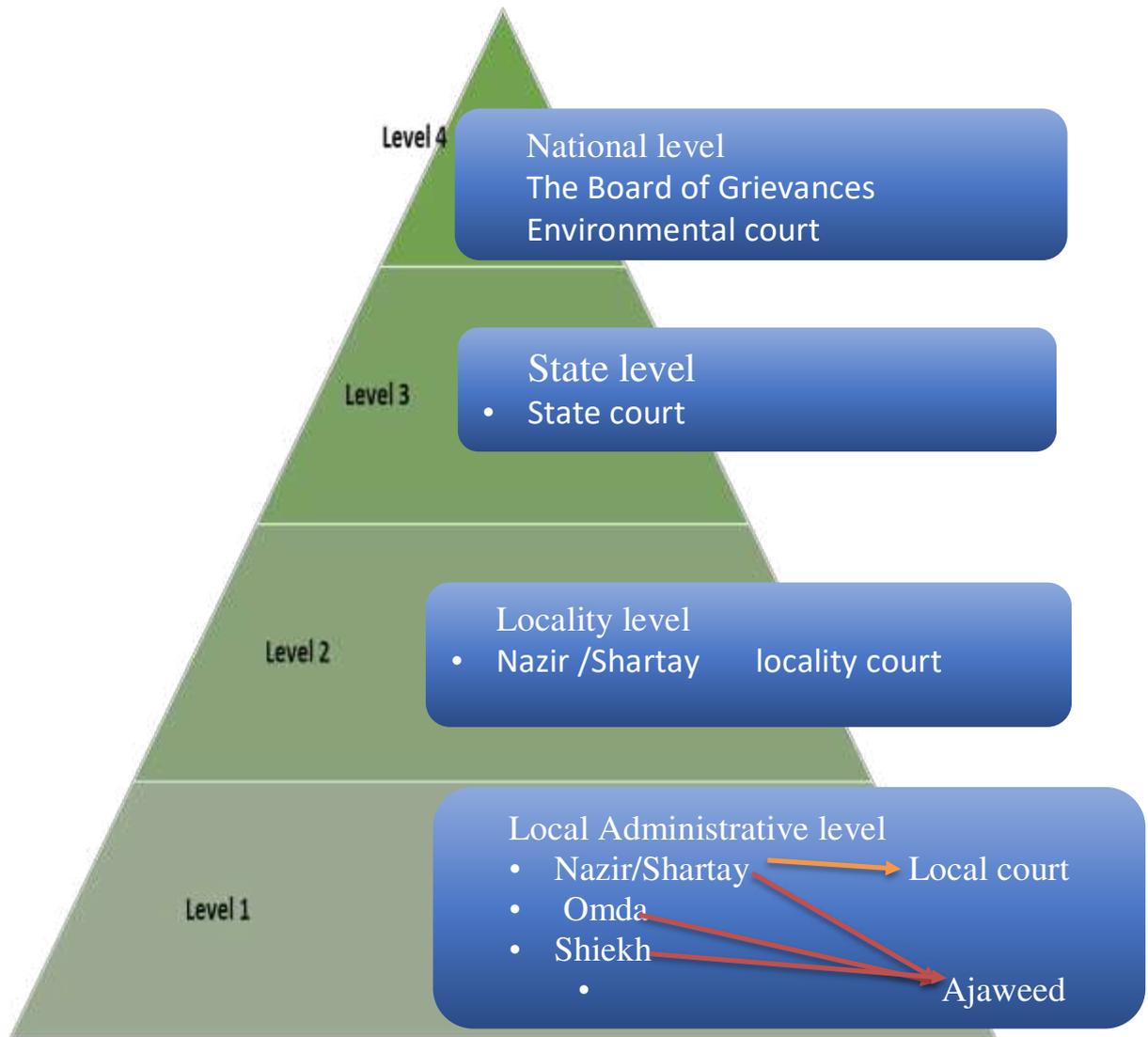
- a) The Higher Council for Environment and Natural Resources, HCENR faces challenges with complying with its mandate, which includes coordination of the efforts of line ministries and institutions or establishing branches in the states, to address the pressing environmental issues, of which the newly added REDD+ Program is an integral part.
- b) The forest and agriculture sector suffers from lack of coordination and integration that would render agroforestry an environmentally desirable and regular land use practice.
- c) The importance of climate change has not been adequately reflected in the ongoing agricultural systems in the country.
- d) FNC needs to strengthen, upgrade and empower its existing Forest Guards and Fire Patrol services, to protect the forest and establish more posts and units for surveillance of illicit tree cutting.
- e) The National Governmental Chamber Act 2001 addresses government officials and popular organizations from the grass roots level to the top. The chamber, headed by the Vice President, has been established to achieve specific goals, such as allocation of funds, urbanization, promotion of local government system, coordination of the three levels (National, state and local), exchange of information and conduct research. The FGRM proposal should, furthermore, be supported by CFM, NA, CBOs, NGOs and the stakeholders.

### **6.12. Validation Workshop**

The Draft Final Report was reviewed and discussed by senior FNC professionals, including the Director General and PMU, in addition to consultants of different backgrounds. The discussion focused on issues relating to implementation of REDD+ program and the mechanisms for conflict resolution and grievance redress in respect of natural resources management. The workshop participants appreciated the contents of the report highlighting that forests should be viewed as a national asset in the overall context of environmental protection and preservation of natural resources. Issues in support and strengthening of the study findings and recommendations are outlined below, and have been duly taken care of in the text.

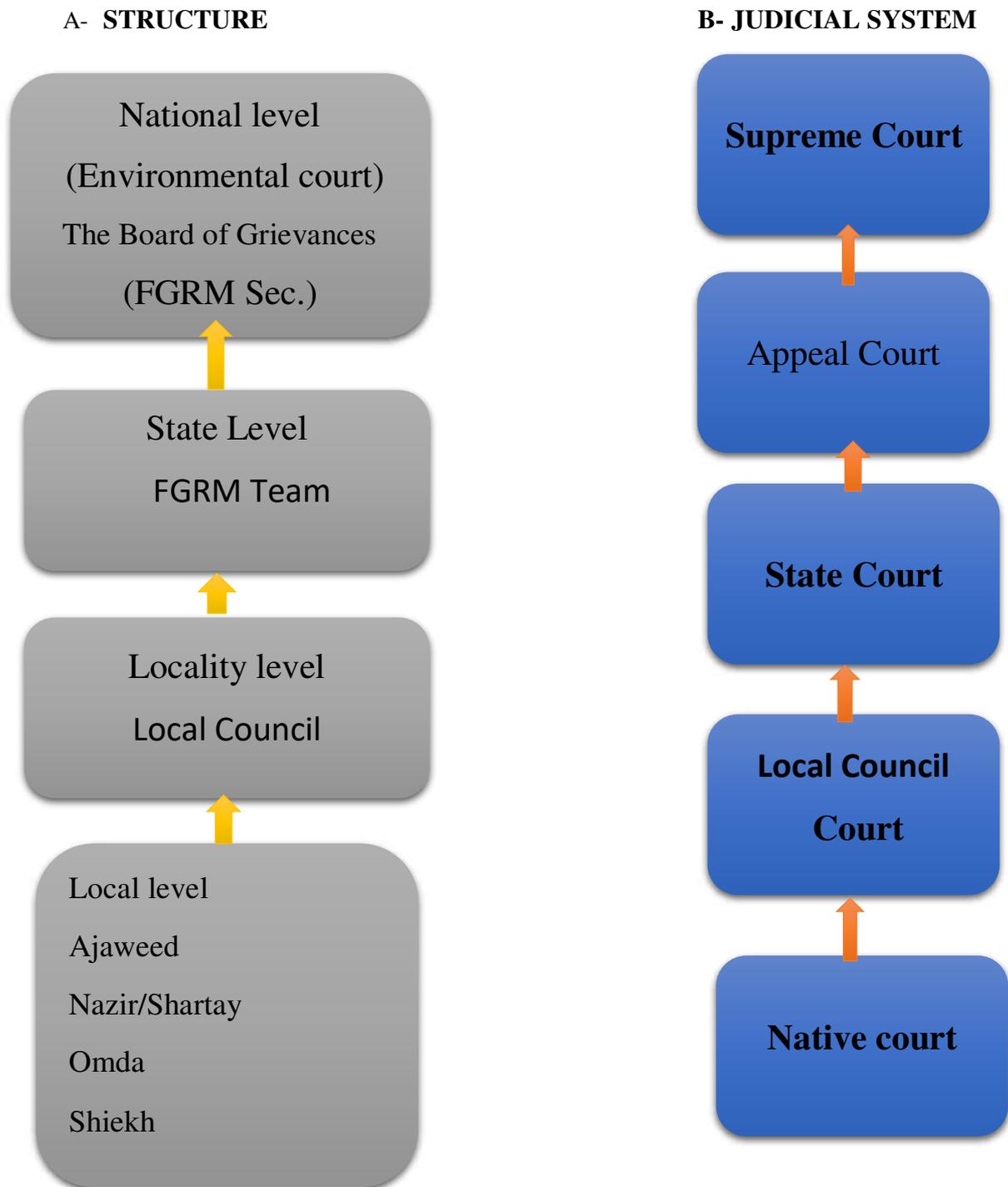
1. Mechanized Farming, which is the principal driver of deforestation and forest degradation, should be treated on the principle of “polluter pays”, to shoulder its substantial share of responsibility for reforestation.

2. In order to handle feedback and address complaints during and beyond the implementation of future REDD+ emission reductions program, an awareness raising and training program to FNC staff and representatives of civil society organizations on the structures of the new modalities of conflicts resolution and operation of grievances redress mechanism at different levels is required.
3. Government of Sudan could further exhibit a stronger political commitment towards REDD+ program, to ensure rehabilitation and rational management of natural resources, based on benefit sharing through programs of Community Forest Management.
4. REDD+ programs should be supported by laws and regulations, as safeguards against encroachment on reserved forest land and mismanagement of natural resources, by prevention of incineration, unauthorized tree cutting and poaching.
5. Procedures for forest reservation should be revised, to ensure that the interests of the smallholders are preserved, particularly in respect of cropping, rangelands, fuel wood and gum Arabic. A case in point was brought to the knowledge of the project study team to the effect that farmers in Showak locality raised their complaint to the President when their lands were taken over by government authorities for forest reservation.
6. Encouragement of smallholders, particularly women and youth, to establish private forest plantations for income generation and contribution towards implementation of Sudan's REDD+ program of carbon sequestration.
7. Reinstatement and empowerment of informal mechanisms, particularly NA and trade unions, including women, to enable conflict resolution and grievance redress, in respect of forests and other natural resources.



**Figure 6.1. Diagrammatic Presentation of Existing GRM Structure**

**Figure 6.2. Proposed FGRM Structure**



## **7. AWARENESS AND CAPACITY BUILDING**

### **7.1. Introduction.**

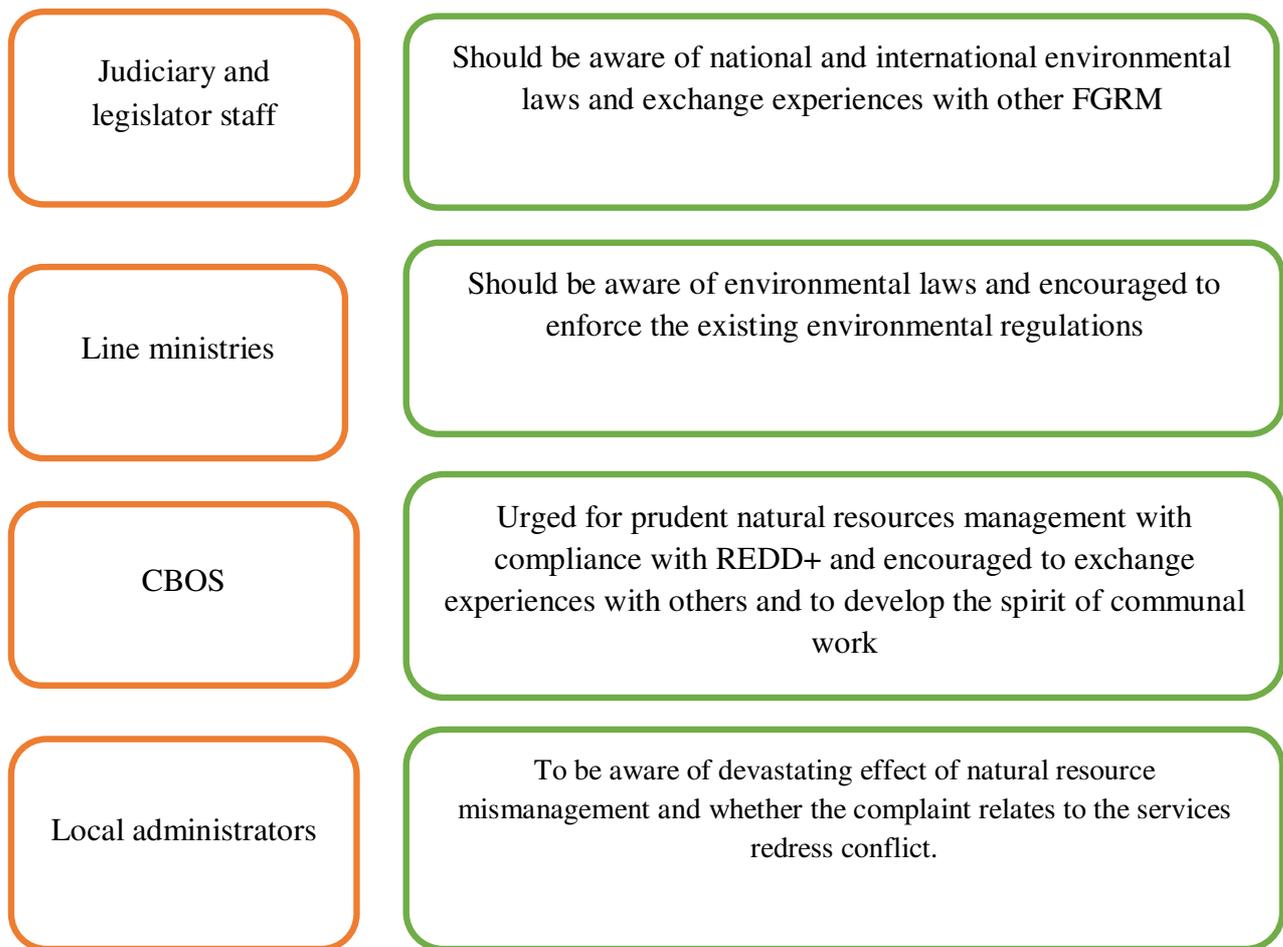
The proposed FGRM should be able to utilize the links that are identified within the existing agencies at the various levels. However, there is a need for all sectors and levels to have good skills to manage the process of grievance redress, especially the procedure for receiving, recording and transferring the collected information. There is also a need to ensure that the respective and corresponding entities to obtain a comprehensive understanding of Climate Change, REDD+ goals and the overall context of the FGRM, as it relates to the implementation of REDD+ program.

Planning of Sudan's REDD+ program was developed through a broad-based consultative process where stakeholders have been involved through workshops at local, state and national levels, group discussions, and national validation workshops, to identify stakeholders, resource custodians and parties. Although some of those workshops were convened in different states, most grass roots stakeholders were not fully abreast with REDD+ program. This situation necessitated a well-targeted awareness and capacity building for the rural stakeholders who are expected to make substantial contributions in REDD+ implementation.

It is suggested that NA acts as spear head in addressing natural resource issues so as to play a principal role in FGRM. NA, with its pyramidal structure, has the advantage of being versed in solving and redressing conflicts within the community. It is, however, deficient, at all levels, of awareness on environmental issues and the consequences of poor natural resource management. The NA leaders, particularly the Nazirs/shartays presiding the native courts, should be aware of environmental laws and grasp opportunities to exchange information and views with their peers in different states. Moreover, the training should target relevant state and local government departments, including the judiciary, civil servants, the private sector and the cultural institutions. Likewise, capacity building should be extended to the line ministries, localities, rural courts, CBOs and NGOs. The training itself should be designed on actual needs assessment to suit the different levels and should be in line with the tasks of a particular FGRM level, as well as the anticipated nature of grievances. Furthermore, political leaders at different levels, as well as security and other law enforcing agencies should benefit from the training.

### **Schematic Presentation of Capacity Building**

There are four levels of stakeholders anticipated to play major roles in implementation of REDD+ program and (FGRM) in the states, Fig.7.1.



**Figure 7.1 Schematic Presentation of Capacity Building**

## **7.2. Electronic Grievance Registry and Database**

One of the recent notions explored in the Sudan is the use of electronic devices to bridge the gap between different sectors, agencies and levels of government in respect of transfer and receipt of information. It is proposed to use mobile phones and computers as the media to transfer, receive and record data. There is access to computers and internet even in some remote areas of Sudan. Several companies have set up mobile telecommunication towers in remote localities, it is now possible to access a mobile phone and computers which can be used as a medium for transfer and receipt of information. Many stakeholders accessed to telephone services are expected to deliver grievance through telephone, and REDD+ might be able to solicit grievances through a toll-free telephone and SMS numbers which record conversations, as proof of delivery. Illiterate stakeholders can easily use this modality to submit a grievance and obtain follow up on the grievance in a similar manner. By assigning a toll-free number, simple questions and clarifications from stakeholders can be easily addressed.

Sudan already has some successful models in place that display the kinds of complaints mechanisms that have been set up using mobile phones, computers and internet as the main medium for channeling information from the local level to the national level. FGRM Unit Database Registry can be designed for receipt and registration of complaints/grievances within the sites allocated for the implementation of the FGRM. As soon as the grievance is received, it should be entered into an (online) database by trained persons. This database can be managed by the REDD+ MRV unit at the national level as part of an existing REDD+ Monitoring System Grievance Registration.

The REDD+ grievance office will act as the central point of contact for every type of REDD+ related grievance that is submitted. The grievance office will receive grievances in official office hours. Once received, grievances will be logged into a central register to start handling. The grievance office contacts the complainant by phone (or other viable forms of contact) to confirm that the grievance has been officially registered. The complainant will also be informed about the process of grievance handling and the administrator will convey the following information:

- i) Acknowledge receipt of the grievance.
- ii) Overview of the steps in the grievance handling process.
- iii) The time frame by which the next response is expected from the grievance office.
- iv) Registration number of the case.
- v) Contact person for the grievance handling in case there is more information needed. Below are details of the proposed Database.

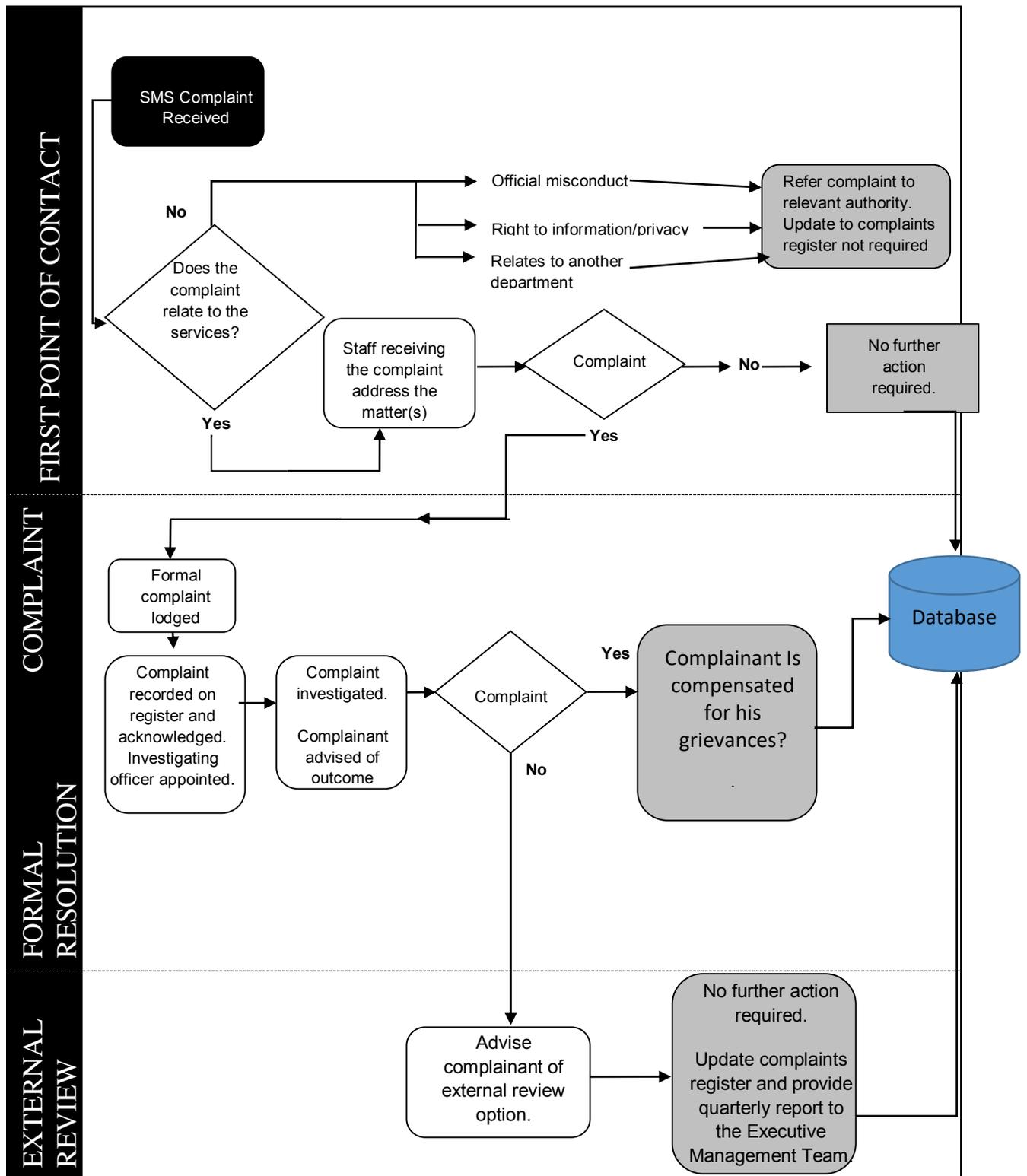


Figure 7.2 Electronic Grievance Registry & Database

Activity	Months	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
	Responsibility																								
Train district officials on the operations of the FGRM including laws, regulations and procedures governing its operations																									
Raise awareness of local government on the operations of the FGRM																									
<b>Update existing policies and procedures for the FGRM</b>																									
Disseminate FGRM policies and procedures to the public																									
Put in place measures for undertaking regular analysis of the frequency, patterns, and causes of grievances; strategies and processes used for grievance resolution																									
Put in place procedures to ensure continuous dialogue and regular engagement with stakeholders to enable improvements in the design of the mechanism																									

**Table 6.1: Action plan for the operationalization of the FGRM in Sudan**

## **8. CONCLUSIONS AND RECOMMENDATIONS**

### **8.1. Conclusions:**

1. Inequitable land tenure system breeds conflicts and grievances among smallholders against MF.
2. Smallholders are aggrieved by temporary dependence on FNC for short period taungya cropping/tree establishment, in the absence of alternative cropping land.
3. The NA is aggrieved by being deprived of administrative and judicial powers, so that its decisions in protecting natural resources, particularly on tree cutting, fire damage of rangelands and wildlife poaching, are ignored.
4. The rural areas are generally deficient of basic essential services, a situation which will have a negative impact on implementation of REDD+ program

### **8.2 Recommendations:**

1. Promulgation or amendment and implementation of the legislations, by the National Assembly for increased forest resources, environmental protection and agricultural development, in the light of bills submitted by the line ministries.
2. Reinstatement of the informal GRM(s), particularly NA, CBOs, NGOs, Trade Unions, Women Associations, Gum Producer's Associations and Youth Unions, by Presidential Decrees, sanctioned by the National Assembly, as mechanisms for conflict resolution, supported with authority, financial resources and recognition by the formal agencies.
3. Government of Sudan should put in place a comprehensive land use plan and policies to control fraudulent land grabbing, particularly by MF.
4. The benefits from tree planting programs, (REDD+), which include short term financial, should be clarified to the smallholders, to encourage them implement REDD+ programs.
5. Endorse and support FNC taungya program, based on legally binding contracts, as a measure of implementing REDD+ program, and sharing of resulting forest products, such as gum and wild fruit, with the farmers, as stipulated in Annex...
6. Farmers and herders should be encouraged to plant, own and manage forest trees, to enhance production of crops, fuel wood and fodder, particularly during the critical dry periods.
7. Involvement of farmers' and pastoralists' representatives in the GRMs and launch environmental awareness programs among the public, NA and decision makers on appropriate systems of natural resources management, for maintaining sustainable tree cover on the farms and pastures.

8. Establishment of environmental councils in the states, in fulfillment of HCENR mandate, should include women and youth, to monitor implementation of REDD+ programs.

9. Empowerment and deployment of Forest Guards and Wildlife Protection Forces at all levels, to protect forests, rangelands and wildlife.

10. Finally, no effort should be spared in enabling the informal mechanisms to resolve grievances and settle disputes, as an effective measure of preventing eruption of intertribal conflicts and dissensions that might jeopardize peaceful coexistence in the rural areas, such as witnessed by the project study team in East Darfur, Annex 2.

## 9. ANNEXES

### **Annex 1. General Objective:**

One of the main products of Sudan's REDD+ Readiness program is to complete an inventory of the country's renewable natural resources, particularly forests, and woodlands, assessment of their present condition and subsequently subject them to sustainable management with the aim of conserving them and maximizing their direct and indirect benefits in a participative, transparent and equitable manner.

### **2. Specific Objectives:**

The specific objectives include, but are not confined to:

1. Detailed quantitative and qualitative inventory of the country's forests, woodlands, tree formations, trees outside forests, range and pasture resources and wildlife habitats include of national parks, sanctuaries and private holdings, to:

- a. Ascertain their status in terms of ownership, registration and disputes,
- b. Judicious assessment of their present condition in terms of stocking, diversity, health and vigor,
- c. Careful evaluation of their designated functions, actual and expected goods provided, and services rendered, particularly in terms of augmenting livelihoods of surrounding communities, the country at large and beyond, and,
- d. Appraisal of management modalities.

2. Review of relevant policies, institutional arrangements and legislations in force.

### **3. Implementation of Sudan National REDD+ Readiness Project through:**

- a. Analysis of the current situation with regard to institutional arrangements and cross-sector coordination which are relevant to REDD+ and,
  - b. Setting up the necessary institutional structures and supporting arrangements to manage and co-ordinate the REDD+ Readiness process to result in the development and implementation of a coherent and successful REDD+ Strategy and a Sudan Forest Monitoring System with support for Measurement, Reporting & Verification (MRV) functions, together with other attendant components of the Sudan REDD+ Program,
4. Ensure that the National REDD+ program has the necessary enabling decision-making authority, expertise, and wide-ranging stakeholder participation at various societal levels to achieve overall goals for long-term sustainability of the desired outcomes,
5. Ensure that REDD+ program is supported by technical capacity, effective communication (including awareness raising and consultation with stakeholders), capacity building and human resource development (preceded by a comprehensive need assessment), and,

As a measure of mitigating the world-wide problem of climate change, the country signed an agreement with (FCPF), to fund the Feedback and Grievance Redress Mechanism, (FGRM), project, in support of Sudan's REDD+ program, within the context of (UNFCCC).

## **Annex 2. AJAWEED.**

Ajaweed, (singular. Ajwad), is a term widely used in the Sudan to mean people, usually family heads, who voluntarily perform tasks in the interest of the community, without expecting reward. The tasks may include help/assistance for the needy, contribution in collective work, such as well digging, firefighting, rescue operations, etc. Their advice is often sought or consulted by fellow community members to help in taking decisions on public or personal matters, such as marriage, acquisition of property or relations with outsiders. The ajaweed constitute consultative commissions for the village or nomadic camp head man, Sheikh, on community affairs, such as settlement of conflicts, retrieval of lost property or organizing campaigns on dealing with catastrophes, such as disease outbreak, festivals or rendering services for the chief. Both Sheikh and the Omda may choose the ajaweed needed for any of those tasks according to their judgment, without payment. In effect, the ajaweed perform the duties of a government at the grassroots.

## **Annex 3. PILOT STATES.**

ED is undergoing a relatively fast shift from largely depending on livestock husbandry to crop production, thus creating serious competition over land acquisition. The northern and eastern sectors bear dry land vegetation that varies from bush thickets to open woodland savanna with scattered evergreen and deciduous trees, ranging between 10-15 m height of forest canopy. The southern and western sectors are also covered with tree or wooded savanna vegetation, dotted with large evergreen trees. Ground vegetation of low bushes, grasses and shrubs is totally absent in the central and eastern sectors due to overgrazing, bush fires and tree cutting for fuel and construction. Cattle herds are driven to the sandy areas in the north, where the environment is more amicable for the animals in the wet season, while they graze along Bahr el Arab in the dry season. Cattle are sustained on the meager browse, for which trees are often lopped or felled down.

Gedarif State, (GS), receives rainfall of 400 mm in the north to over 800 mm in the south, falling as light showers or heavy torrential storms. Vegetation cover ranges from short grass steppe in the semi desert in the north, to closed canopy forests in the centre and the south. Mechanized farming has been the principal economic activity since 1942, practiced by uprooting and burning of all trees and bushes. Crop yields drop to the minimum after 3-5 years of cultivation, whence the farmers clear new plots to repeat the

same. The forest ecosystems harbored rich wildlife resources, which have vanished and fled to the Dinder National Park or to neighboring countries. Livestock, which ranks second in the economy of GS, is mainly, (90%), owned by nomadic communities, while the sedentary communities graze their animals on the vegetation and crop residues around the villages. Tree fodder is the main supporter of livestock during the critical period, April-June, when ground vegetation is almost totally absent.

Some Taungya farmers deliberately destroy the newly established seedlings, to remain longer inside forest reserves to cultivate, because arable land is no longer available elsewhere. Despite this problem, FNC intends to carry on with the program by signing a legally binding contract with the farmers, in consideration of the newly cropped up 'land hunger' and to enhance tree planting. The smallholders, however, are not fully aware of the economic and other benefits of rational forest management, which calls for an efficient awareness program to implant the culture of tree planting and protection.

MF has got out of control, because farmers do not abide by the rules that require rotational cropping, to allow natural forest tree growth for soil fertility improvement. As a result, soils were impoverished and crop yield declined to 0 – 3 bags of sorghum/feddan. A legally binding contract is envisaged to be signed between FNC and MFC, obliging farmers to plant shelterbelts, or otherwise be evicted from the farm plots. MF system should be reviewed, because of its little economic return to the country, as well as being destructive to the environment. MF and horticulture have encroached on range resources set aside since 1936, thus reducing transhumance corridors from about 2 km to only 150m in width, inviting animal trespass onto the adjacent crop fields and create conflicts between the farmers and the herders

Plots which happen to fall inside reserved forests are the subject of dispute between FNC and MF. The court was unable to settle the conflict as neither of the claimants could produce a document in support of its claim. Full support FNC for program to convert the disputed land to forest plantations, was expressed, because MF has taken up a great portion of the land. Almost all farmers practice agriculture inside forest reserves, because no more land is available elsewhere. In order to stop farmers from damaging the trees, the farming activities should be controlled according to the agreement proposed by the Legal Department, (Annex 3). The legal instrument regarding land allocation should be strengthened and unified for the whole country as an effective tool for implementing REDD+ program.

Belal stressed that, even though it is not officially recognized, the Native Administration, (NA), still remains the most effective mechanism to handle the conflicts and grievances in respect of natural resources management. This is simply because it is well informed of all citizens as regards their living standards, social conduct and law abidance. Also, the chief of NA usually hosts visitors of all walks in his residence, such that conflicting

parties, witnesses and, quite often, lawyers, might all be accommodated together in his house, thus availing opportunities for amicable conflict resolution.

Despite its dissolution, the NA still remains functioning, because modernized administration is incapable of reaching people in the remote villages or nomadic camps. Belal, therefore, proposed reinstatement of NA in order to achieve social stability and because it is easily accessible to those in need of its services. For effective and efficient contribution in executing REDD+ programs, the NA should be strengthened and supported with financial resources, logistics and thoroughly enlightened on REDD+ objectives and given a reasonable training on the environment, legal procedures and natural resources management systems.

Tree cutting is regularly practiced in GS for agriculture and timber production, without respect for the forest laws prohibiting the act. Before its dissolution, the NA issued orders to the public to protect the forests by imposing penalties on the violators. This was an effective mechanism of forest protection, because the chief's word was more respected than government orders, since he or his representatives are always close to the scene of the offences. One of the main forest law violators is the army, which sets its camps inside the forest reserve where the soldiers burn and trade on charcoal. Establishment of special forest police force, reinstatement of NA and coordination between the Ministries of Agriculture and Defense were proposed.

The smallholders were the actual possessors of the natural forests in the then Gadarif District since 1945, when the land, except the Central Forest Reserves, was divided up into compartments, allocated to the community members on the basis of actual occupation for cropping and Gum Arabic production. The occupants of the compartments protected the forests against wood thieves and bush fires, because the trees were the source of income. The system went on smoothly until 1942 when Mechanized Farming, (MF), began to expand at the expense of all government and privately owned forests. Since then, the smallholders were allocated land plots inside the forest reserves, to be worked out on the basis of *Taungya* system that lasted 4-5 years, for forest tree establishment. South Gedarif, which was previously a rich agricultural and gum production area, has been completely turned treeless under MF. Gum Arabic is bought by the traders in the villages or in the forests, at just slightly over the floor prices and smuggled to the neighboring countries to realize net profits of LS 30-40 million on every single truck load of gum. There is necessity for land redistribution because, while the majority of the farmers are landless, some MF possess more than 60,000 feddans.

The Nazir of Dhabaina nomadic tribe assured the visiting study team that the NA, though deprived of administrative or judicial powers, is the sole mechanism for redress of grievances and resolution of conflicts among the community members as well as dissensions with outsiders. For that reason, the door of NA is always open, day and night,

for visitors and complainants. The nomads are friends of the forests, as the source of grazing, tree fodders and animal sanctuary against the hot winds and storms, while the herders protect the trees against wood thieves and charcoal burners.

South Kordofan State, (SK), is the land of numerous hills, scattered all over the territory that is popularly known as the Nuba Mountains, after its indigenous people, the Nuba tribes, each occupying a specific mountain as the centre of its homeland. It falls within the woodland savanna zone, where precipitation ranges between less than 500 mm in the north to about 800 mm in the south, enabling the population to practice rain fed cropping and livestock rearing. Some nomadic Arab tribes also live in SK, with herds of cattle that share grazing with the Nuba in the vast fertile clay plains, beside the farms. The social system is characterized by amicable relations among the Nuba and the Arabs, to the extent of establishing brotherhood bonds between the tribes from the two ethnic groups.

Mechanized Farming, (MF), was brought into SK in 1970's, along with the urban wealthy, to be possessed of the newly demarcated plots. As a result, traditional farming land and pastures were greatly reduced, while many livestock routes were blocked. This caused bitter complaints and grievances among the farming and herding communities, who were pushed over to marginal lands. Tribal conflicts erupted and proliferated in many parts of the state as a result of decreased range resources.

Meetings with decision making officials concerned with REDD+ program were convened with the sectors of agriculture, animal resources, range, wildlife, water and forestry. Sixty questionnaire forms were filled, 30 by REDD+ partner government departments and 30 by farmers and herders close to the town, in two villages and one nomadic camp. The information obtained from the respondents revealed that the forests and rangelands have witnessed serious degradation as a result of traditional uses and MF, which also blocked livestock passages. It was, furthermore, observed that, after many years of disappearance, trees, palatable ground vegetation and wildlife have begun to return to a protected proposed forest reserve. In the opinion of the respondents, the challenge posed by MF can only be resolved by stopping it for at least 20 years, to create opportunities for recovery of the forests, wildlife and rangelands.

## ANNEX 4. QUESTIONNAIRE:

### A. COMMUNITY RESPONDENTS

Respondent	Age	Gender	M	F	
Social Status	Married	Single			
Education	None	Kalwa	Primary	Secondary	University
Main Occupation	Farmer	Pastoralist	Other		
Secondary Occup.	Farmer	Pastoralist	Trader	Other	
Family Type	Settled	Nomadic	IDP		
Home Buildings	Red Bricks	Mud	Local Materials	Tent	
Land Acquisition	Inherited	Rent	Purchase	NA	Free Govt. Land
Average Holding	Feddans				
Agricultural Machinery	Traditional	Modern			
Livestock Type	Goats	Sheep	Cattle	Camels	
Rangelands	Normal	Degraded	Poor		
Plant Composition	Changed	Unchanged			
Type of Change	Better	Worse			
Herding System	Nomadic	Semi Nomadic	Sedentary		
Nomad's Source of water	Wells	Hafeer	Tap		
Pasture Rehabilitation	Reservation	Reseeding			
Palatable Trees and Shrubs	Species				
Animal Routes	Normal	Narrow	Cultivated		
Forest Status	Improved	Degraded			
Quality of Forest Magnet.	Acceptable	Poor			
Give Reasons					
Contribution to Forest Devl.	Reforestation	Forest Reservation			
Types of Conflicts on Forests					
Main Actors of Conflict					
Involvement of Stakeholders					
Grievances over Natural Res.					

Method of Filing Complaint	Local Govt	NA	Judiciary		
Accessibility	NA	Judiciary			
NA Decisions	Satisfactory	Doubtful	Unsatisfactory		
Judiciary Decisions	Satisfactory	Doubtful	Unsatisfactory		
<b>B. GOVERNMENT DEPARTMENTS</b>					
Respondent	M	F	Age		
Institution	Occupation				
Education					
Experience					
Awareness of REDD+ Prog.					
Aware of Conflicts	Farmers Herders	V	Pastoralists V FNC		
Resolution Proposals					
Prevention of disputes and Grievances					
Complaints Management Institutions					
Suggest Acceptable GRM					
Receipt of Complaints					
Timely Addressing of Grievances					
Timely Addressing Common Complaints					
Modalities to stop Deforestation and Forest Degradation					

## **ANNEX 5.**

### **CONTRACT BETWEEN FNC AND THE FARMERS**

Excerpts of agreement for tree planting of less than 100 feddans by farmers inside forest reserves, prepared by the Legal Administration of the Ministry of Justice, Gedarif State.

#### **1. Obligations of FNC, the First Party:**

- a.** Avail ... feddans of land; free from all obstacles inside ... forest reserve.
- b.** Provision of technical advice at all tree establishment phases.
- c.** Provision of tree seeds.

#### **2. Obligations of the farmer, the Second Party:**

- a.** Rent payment for the land allocated for cropping, as stipulated in the agreement.
- b.** To plant trees on the allocated land under supervision of the First Party, as follows:
  - i.** 50% to be planted in year 1,
  - ii.** 25% to be planted in year 2,
  - iii.** After fulfillment of clauses (i) and (ii) above, the farmer will continue cropping of the remaining 25% of the land for 5 years, after which he should plant the land with trees.
- c.** Weeding and protection of the trees.
- d.** Reporting of illegal entry or tree felling around the rented land.
- e.** Should not make any changes on the trees in the area.
- f.** Not to construct permanent buildings.
- g.** Partnership is not allowed.
- h.** Not to fell or burn trees in the area for whatsoever reason.

### **3. General Provisions:**

**a.** Failure of the Second Part to comply with any of his obligations, this agreement becomes null and void, without compensation to the Second Party.

**b.** The First Party reserves the right of entry into the area subject of this agreement, at any times, to ensure implementation of tree planting conditions.

**c.** The parties will share the forest product(s) as follows:

- 50% for the Farmer and,
- 50% for the First Party.

**d.** Failure of the Second Party in tree planting, as agreed upon, this agreement is rendered null and void, without court proceedings.

**e.** The term of this agreement is 20 years from the time of tree planting, subject to renewal on terms to be agreed upon.

**Signed:**

**First Party, FNC**

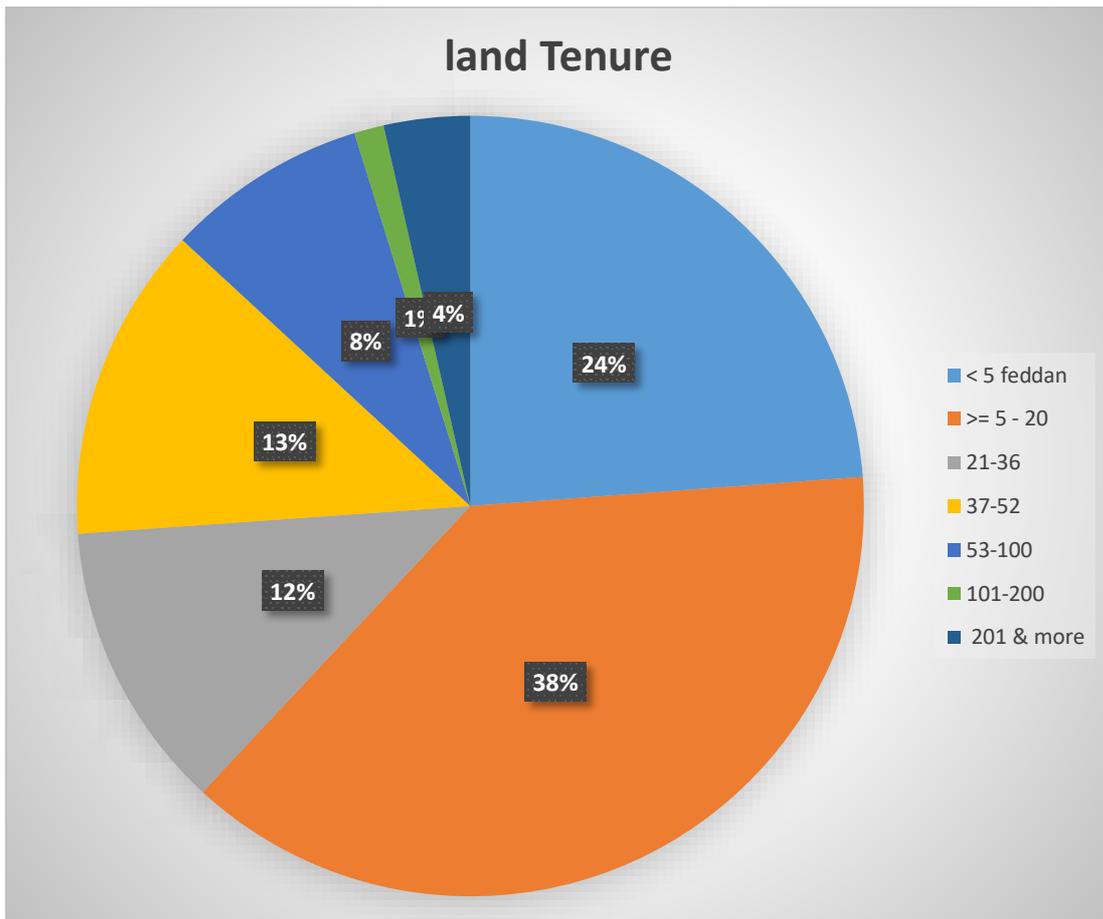
**Signed:**

**Second Party, Farmer.**

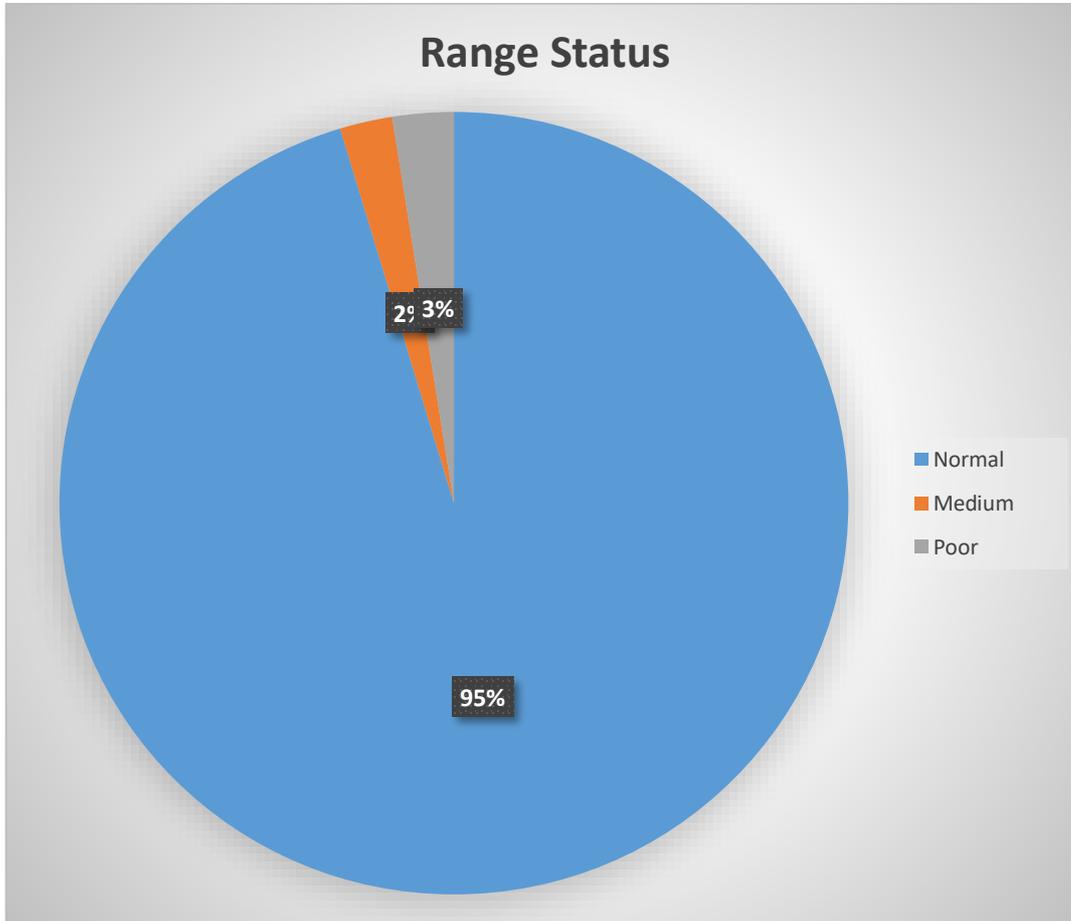
**ANNEX 6**

**FIGURES**

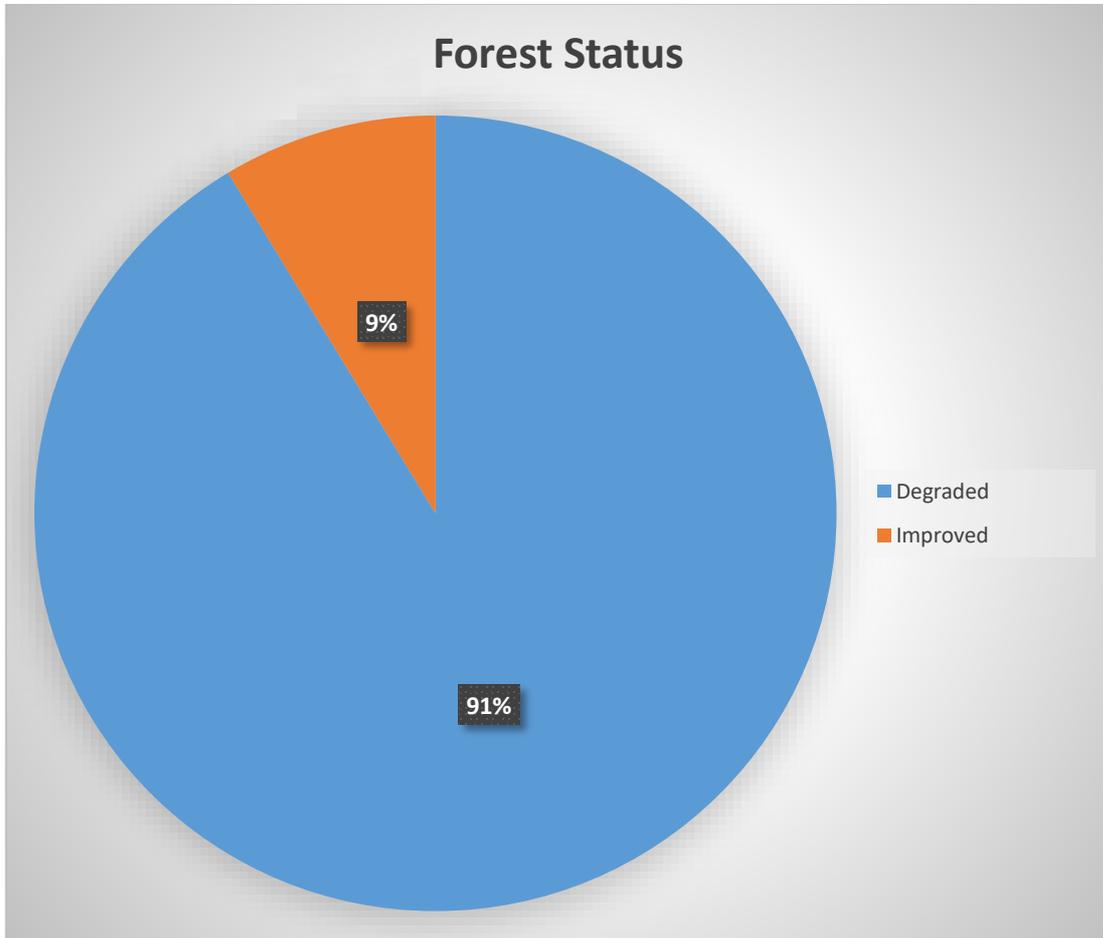
**FIGURE 1.**



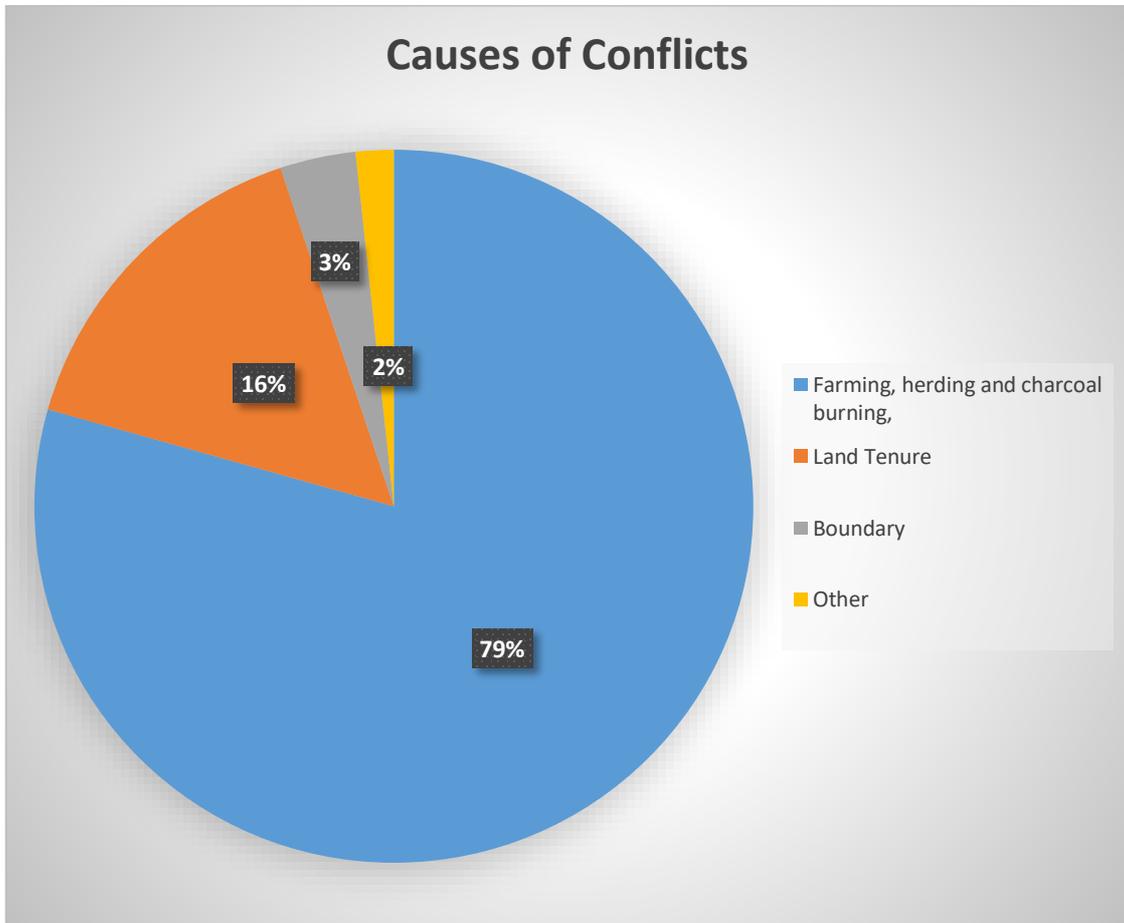
**FIGURE 2.**



**FIGURE 3.**



**FIGURE 4.**



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**Reducing Emissions from Deforestation and Forest Degradation (REDD+) Readiness Program**