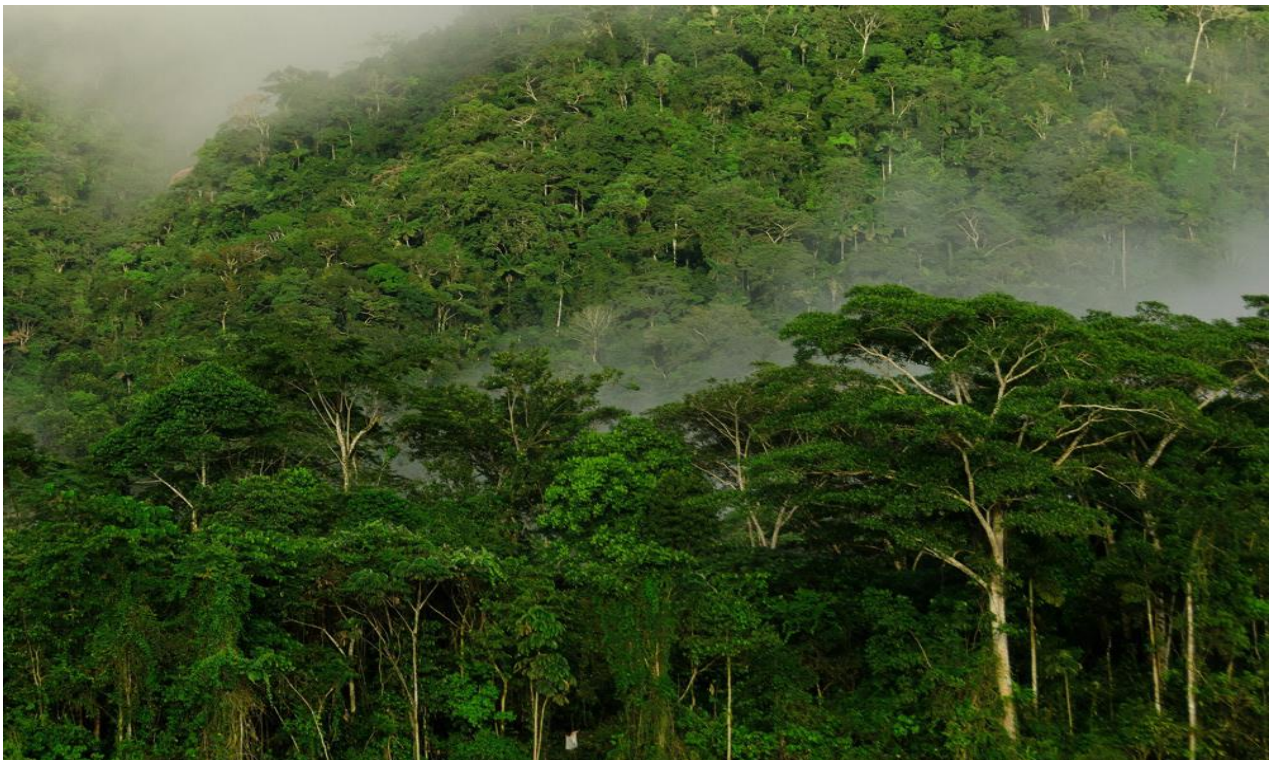


Republic of South Sudan REDD+

Volume 1: Stakeholder Mapping and Capacity Needs Assessment:

August – October 2015



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REPORT STRUCTURE

This report has been prepared for the “Targeted Support Project (TSP) for the Republic of South Sudan (RSS) under work area four of the UN-REDD Programme Strategy 2011-2015. The micro project was formulated in 2012 to support early stakeholder engagement in REDD+. The aim of the project was to ensure capacity building and broad stakeholder engagement, development and strengthening of the national REDD+ coordination mechanism, and raising public awareness on deforestation and forest degradation issues. It aimed to complement the Republic of South Sudan’s work plan on Forest Governance and REDD+ Taskforce during 2013, and to prepare the country for an application to the UN-REDD Programme to become a Programme Country. The project is funded by the UN-REDD Program and implemented by UNDP

The final report is presented in three volumes:

Volume 1: Stakeholder Mapping and Capacity Needs Assessment

Volume 2: Part 1: Training Course (and training methodology)

Volume 2: Part 2: Awareness raising material on deforestation and REDD+

Volume 3: Stakeholder validation workshop report

The three reports are complemented by the Report of stakeholder mapping and capacity assessment Phase I - 2013 written after an initial and partial implementation of the Terms of Reference (annex 2 to Volume 1).

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LIST OF ABBREVIATIONS

| | |
|-------------------|---|
| AP | Action Plan |
| BUR | Bi-Annual Update Reports |
| CBFM | Community Based Forest Management |
| CBO | Community Based Organization |
| CDOT | Catholic Diocese of Torit |
| CO ₂ e | Carbon Dioxide Equivalent |
| COP | Conference of Parties (of the UNFCCU) |
| CPA | Comprehensive Peace Agreement |
| CSO | Civil Society Organization |
| ERs | Emissions Reductions |
| EU | European Union |
| FAO | Food and Agriculture Organisation |
| FCPF | Forest Carbon Partnership Facility |
| FPIC | Free, Prior and Informed Consent |
| FRA | Forest Resources Assessments |
| FREL | Forest Reference Emission Levels |
| FRL | Forest Reference Levels |
| GCF | Green Climate Fund |
| GDP | Gross Domestic Product |
| GEF | Global Environment Facility |
| GHG | Green House Gases |
| GIS | Geographic Information System |
| GT (Gt) | Giga Tons (of carbon dioxide equivalent) (CO ₂ -e) |
| IGAD | Inter-Governmental Agency for Development |
| IPCC | Intergovernmental Panel on Climate Change |
| IPs | Indigenous Peoples |
| IRC | International Rescue Centre |
| JFM | Joint Forest Management |
| LRSIC | Land Resource Survey and Information Centre |
| MAF GOSS | Ministry of Agriculture and Forestry of the Government of South Sudan |
| MAFCRD | Ministry of Agriculture, Forestry, Cooperatives and Rural Development |
| MRVS | Measurement, Reporting and Verification Systems |
| NAP | National Action Plan |
| NAPA | National Adaptation Plan of Action |
| NBSAP | National Biodiversity Strategy and Action Plan |
| NFMS | National Forest Monitoring System |
| NGO | Non-Governmental Organization |
| NPA | Norwegian People's Aid |
| NRC | Norwegian Refugee Council |
| NS | National Strategy |

| | |
|---------|--|
| NTFPs | Non Timber Forest Products |
| PAMS | Policies and Measures |
| PES | Payment For Ecosystems Services |
| PFM | Participatory Forest Management |
| PHCU | Primary Health Care Unit |
| PLRs | Policies, Laws and Regulations |
| PRA | Participatory Rural Appraisal |
| RBP | Results-Based Payments |
| REDD | Reducing Emissions from Deforestation and Forest Degradation |
| REDD+ | Reducing Emissions from Deforestation and Forest Degradation and |
| RSS | Republic of South Sudan |
| SFM | Sustainable management of forests |
| SIEP | Sudan Integrated Environment Project |
| SIS | Safeguard Information System |
| SPLA | Sudan People's Liberation Army |
| SS | South Sudan |
| SSFP | South Sudan Forestry Project |
| SSRRC | South Sudan Relief and Rehabilitation Commission |
| SUDD | Institute of Policy Analysis |
| TOR | Terms of Reference |
| TSP | Targeted Support Project |
| UKAid | United Kingdom Aid |
| UNCCD | United Nations Convention to Combat Desertification |
| UNDP | United Nations Development Programme |
| UNEP | United Nations Environment Programme |
| UNFCCC | United Nations Framework Convention on Climate Change |
| UNHCR | United Nations High Commission for Refugees |
| UNICEF | United Nations Children's Education Fund |
| UNOPS | United Nations Office for Project Services |
| UN-REDD | United Nations Program on REDD |
| UNSC | United Nations Security Council |
| USAID | United States of America International Aid |
| USD | United States Dollars |
| WCS | Wildlife Conservation Society |
| WFP | World Food Programme |

1 Background

1. The world's newest country, the Republic of South Sudan, is also one of the most forest-rich countries in Africa. The country became independent on July 9, 2011 after two civil wars with Sudan. Spanning over 50 years, the wars delayed development in all spheres of public life; consequently, the country is lagging behind in establishment of basic infrastructure, education, health and other sectors necessary for accelerating economic development. In particular the countries institutions for forestry and natural resources management suffered severely during the wars and basic forestry management practices were neglected. Not surprising, basic statistics on forests are out of date with the last most comprehensive forest inventory having been done in the eighties. A search of the literature gives several different figures for forest cover: for example Wikipedia (https://en.wikipedia.org/wiki/List_of_countries_by_forest_area) reports that the country has 148,196 Km² forest cover, constituting 23% of the country¹. FAO gives a figure of 29% of the country - a figure derived from the use of a land cover map in 2010, that excludes mixed woodland-shrub land or pasture areas. The Draft Reducing Emissions from Deforestation and forest Degradation (REDD+) Capacity Assessment report put the forest cover at 191,667 Km² (29%) quoting Ministry of Agriculture and Forestry (without reference). A USAID report puts forest cover at about 207,422 km² or about 33% of the total land area. According to this report, forest reserves account for only 3% of the total forested area of the country and commercial plantations are negligible, accounting for about 0.1% of the total forested area. Forest reserves are currently at 640 3.1, forest plantations at 23 0.1 and other forested areas 20 079 96.8 at, giving a total of Total 20 742 100.0.

2. The report adds that the moist forests contain valuable commercial products, including cabinet grade timber trees such as mahogany, ebony and teak, among others. In addition to providing direct benefits such as income, food and fodder for wildlife and domesticated animals, the forests provide many vital indirect benefits in the form ecosystems services such as watershed, habitat for biodiversity and regulation of climate regimes. The main threats to forests of South Sudan emanate largely from neglect and overharvesting of tree products during the civil wars. Other threats are wild fires and overgrazing. According to a Ministry of Agriculture and Forestry (MAF) 2006 report, the productivity of South Sudan natural forests and woodlands is low and declining due to shallow soils found in many areas and intermittent droughts, which limit tree growth. The absence of a strong forestry management, policy and regulatory framework, has also contributed to degradation and inefficiency in forestry development and exploitation.

1.1 South Sudan and UNREDD+ Program

3. The government of South Sudan has been engaged in the UN-REDD+ initiative since 2011 through the Department of Forestry within the Ministry of Agriculture, Forestry, Cooperatives and Rural Development (MAFCRD). Supported by the United Nations Development Program (UNDP), the Food and Agricultural Organization (FAO) and the United Nations Environment Program (UNEP), the UN-REDD+ program encourages countries to enhance carbon stocks in forests through conservation and/or sustainable forest management. It is an international mechanism negotiated within the United Nations Framework Convention on Climate Change (UNFCCC) aimed to protect forests and mitigate climate change.

4. It is in this context that the Republic of South Sudan, through the then Ministry of Agriculture and Forestry (MAF), received targeted support project (TSP) from UN-REDD Secretariat, through UNDP Sudan, to implement activities on stakeholder engagement in REDD+ for South Sudan. The support was

¹ However the same site gives what seems to be contradicting values, reporting: i) South Sudan (including South Sudan) 675,460 Km², 26.96% land cover; ii) Sudan – 327,909 Km², 17% land cover; and iii) South Sudan – 148,196 Km², 23% land cover. The figures don't logically add up

to be used to undertake a stakeholder mapping for UNREDD+ and assess the capacity of the stakeholders to engage in an effective, technical and economically viable and participatory UNREDD+ process, in line with global standards. The support would also develop awareness raising materials on forests and UNREDD+ as well as training materials for engagement in REDD+.

5. A mission was fielded in October 2013, which visited two States, Central and Eastern Equatorial. This mission profiled the stakeholders relevant to the REDD+ process and conducted a training session on the REDD+ concept for a selected group of stakeholders. A second mission was deemed necessary to increase the coverage to five States, to strengthen the capacity assessment and to revise the training and advocacy materials.

6. The specific objectives of the mission are outlined in the Terms of Reference (ToR) – annex 1, and summarised below:

- i. Revision and validation of national level stakeholders mapping and needs assessment report;
- ii. Preparation of communications products on deforestation and forest degradation;
- iii. Conduct UNREDD+ stakeholder workshop and prepare workshop report;
- iv. Training methodologies and materials for capacity building on Forest Governance and REDD+;

7. This report captures the extended stakeholder mapping and the results of the capacity needs assessment. It should be read in conjunction with the report from the first mission, found in Annex 2.

2 REDD + -- A brief analysis of what it is and why it is important

8. REDD+ refers to reducing emissions from deforestation and forest degradation in developing countries; the plus refers to the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in reducing emissions and/or enhancing carbon sequestration. The concept of reducing emissions from deforestation and forest degradation originates from the science of climate change, which has proven, to a very high degree of confidence, that conversion of forests to agriculture (land use change) creates greenhouse gas (GHG) emissions that disrupt the international climate regimes, causing what is popularly known as climate change. Indeed, the Intergovernmental Panel on Climate Change (IPCC) estimated in 2007 that the forest sector and other sectors that impact land use contributes approximately 17 per cent of global greenhouse gas emissions, or approximately 5.8 Gt of carbon dioxide equivalent (CO₂-e), per year – through deforestation, forest degradation and other changes in forests. These emissions are mainly taking place in tropical developing countries.

9. REDD+ is an effort to create a financial value for enhancing the carbon stored in forests, providing positive incentives for developing countries to reduce emissions from forested lands and invest in low carbon paths to sustainable development with developed countries' adequate and predictable support. Under the REDD+ program, the following definitions have been adopted as the main pathways through which countries can reduce emissions and access the financial incentives:

- **Reducing emissions from deforestation** – Deforestation is the human-induced conversion of forest to non-forested land. The deforestation process typically converts the carbon stored in forests into carbon dioxide through the burning and decomposition of forest organic matter (trees are 50% carbon);
- **Reducing emissions from forest degradation** - Forest Degradation is the human-induced loss of carbon stocks within forest land that remains forest land. These forest stocks typically degrade and/or lose their ability to absorb atmospheric carbon dioxide.
- **Conservation of forest carbon stocks** – Conservation refers to any effort to conserve forests. Conservation is generally considered as an emissions neutral activity as it preserves a status quo, and can hence be considered as actively maintaining a carbon stock.

- **Sustainable management of forests (SFM)**– when the rate of extraction from forests is in line with the rate of natural growth, the forest can be said to be sustainably managed;
- **Enhancement of forest carbon stocks** – can be achieved by converting non-forested land into forested land and reforestation of degraded forests;

10. The key idea is results-based payments (RBP) to be derived from verified carbon emission reductions or removals. Financing is expected to come from the developed country development assistance as well as the private sector from international and national arenas.

11. The principles and procedures governing REDD+ implementation are negotiated through the United Nations Framework Convention on Climate Change (UNFCCC). Indeed, REDD+ was included as part of the Bali Action Plan adopted at the 13th Conference of Parties (COP13) to the United Nations Framework Convention on Climate Change (UNFCCC) in 2007. It gained important momentum from the UNFCCC Conference of Parties (COP) 15, through a COP decision referenced in the Copenhagen Accord. COP-16 in Cancun agreed on the REDD+ policy approaches and positive incentives, including guidance on activities and safeguards to be promoted and supported. UNFCCC continues to explore financing options for the full implementation of the results-based actions (RBAs) for which individual countries can receive payments from funds pledged by Bilateral Donors, through international mechanisms such as the Green Climate Fund (GCF).

12. At this COP, Parties to the Convention (countries) adopted agreements which defined the scope of REDD+, encouraging “developing country Parties to contribute to mitigation actions in the forest sector by undertaking the following activities, as deemed appropriate by each Party and in accordance with their respective capabilities and national circumstances: Reducing emissions from deforestation; reducing emissions from forest degradation; the conservation of forest carbon stocks; the sustainable management of forests; and the enhancement of forest carbon stocks.” At COP19 in Warsaw in 2013 most of the work programme was finalised, such that the UNFCCC has set out the process for developing countries to have the results of their REDD+ activities in terms of emissions reductions recognised for results-based payments (RBPs), through agreed measurement, reporting and verification (MRV) procedures.

Table 1: Forest cover and population densities for some of the most forested African countries -and then Rwanda!

| Country | Forested area Km ² | %age of country | Population density persons Km ² |
|------------------------------|-------------------------------|-----------------|--|
| Democratic Republic of Congo | 1,819,326 | 50.00% | 33 |
| Mozambique | 620,000 | 78.00% | 31 |
| Angola | 591,040 | 47.41% | 15 |
| Zambia | 376,309 | 50.00% | 19 |
| Tanzania | 352,570 | 37.22% | 52 |
| Zimbabwe | 259,267 | 66.35% | 35 |
| Central African Republic | 227,550 | 36.53% | 8 |
| Gabon | 227,517 | 85.00% | 6 |
| Congo | 224,710 | 65.70% | 14 |
| Cameroon | 212,450 | 44.68% | 49 |
| South Sudan | 207,422 | 33.00% | 18 |
| Uganda | 50,000 | 20.74% | 149 |
| Ethiopia | 39,313 | 3.56% | 88 |
| Rwanda | 3,161 | 12.00% | 468 |

13. In order to be effective and lasting, REDD+ was originally conceived as a mechanism with a nation-wide scope, anchored to national-level policies, national implementation measures and public/private transformational investments. Such national scope would foster, achieve and demonstrate sustainable development with a social and environmental performance of magnitude. The national scope of the REDD+ mechanism is thus not arbitrary – it lays the basis for mainstreaming, impact and permanence.”

- Permanence: ...how to ensure that reductions in emissions from deforestation are not eventually reversed by later activities
- Additionality: ...how to ensure that actions represent a net positive change in terms of an established reference level scenario
- Displacement: ...how to ensure that actions are not otherwise negated by increases in deforestation activities elsewhere

2.1 Setting up a process of REDD+ in a country

14. The process of establishing a REDD+ process in a country is guided by Conference of Parties (COP) Decision 1/CP.16, para. 71, which requires the following elements to be in place for implementation of REDD+ and to access results-based payments/results-based finance:



Figure 1: Steps involved in establishing and implementing a REDD+ Strategy in a country

2.1.1 Establishing National Strategy or Action Plan (NS/AP);

15. Each party is expected to develop a National Strategy or Action Plan (NS/AP) for REDD+ showing implementation and to access results-based payments (*Decision 1/CP16, para 71*). The NS/AP should contribute to stabilizing Green House Gases (GHG) concentrations, be country-driven, be consistent with the **objective of environmental integrity** and take into account the **multiple functions of forests** and other ecosystems, and be undertaken in accordance with national development priorities, objectives and circumstances and capabilities and should respect sovereignty. At the core of REDD+ NSs and/or APs lies the identification of PAMs to be implemented to achieve emissions reductions (ERs) and/or removals.

16. While the UNCCCCF does not prescribe a methodology for developing a NS/AP, countries are expected to assess the drivers of deforestation and forest degradation, in a widely participatory process and taking into account trade-offs including opportunity costs and benefits at various scales, identified on the basis of cost benefit analysis. One of the lessons emerging from the 2014 Evaluation of the UN-REDD program is that payments for carbon from REDD+ will not always be sufficient to meet opportunity costs. REDD+ needs to be considered as part of broader national transformation processes, as an incremental contribution to national efforts to improve land management and climate mitigation. It is especially important to fully take into account the social and environmental costs and benefits of retaining and restoring forests, and to ensure that these benefits continue to accrue to local communities and Indigenous Peoples dependent on them for their livelihoods and well-being.

17. In formulating the NS/AP, countries should take into account land tenure issues, forest governance issues, gender considerations, follow a full and effective participation of relevant stakeholders, inter alia, indigenous peoples and local communities and report on how they incorporate the Cancun safeguards.

18. **The Cancun Safeguards:** Are measures adopted under the UNFCCC guidelines to ensure that implementation of REDD+ does not promote forest management at the expense of biodiversity conservation, national food security, national sovereignty and economic development. The measures are a response to the concerns about the likely impacts of high political and financial support from the developed world to finance REDD+ in the Developing Economies: many national and international NGOs and conservation constituencies feared that as carbon sequestration and carbon storage in forests gain centre stage in forest management and governance across the globe, it could lead to giving priority to forests over biodiversity, or conservation of forests above development which, in poorer countries, has the very real possibility of further increasing poverty. Since deforestation and forest degradation so often accompany extreme poverty, particularly among the indigenous people and forest dependent communities, it was argued that unless properly safeguarded REDD+ could further impoverish the lives of the poor besides impinging negatively on biodiversity, food security and on national sovereignty. There were also fears that it would violate the national sovereignty, particularly of smaller nations, and force them into implementing REDD+ against the wishes of their people.

19. By making REDD primarily responsible for meeting the basic objectives of Article 2 of the UNFCCC that requires climate change mitigation without harming food security and economic development it has been ensured that the REDD activities that discourage future extension of agriculture over forested lands would have to be accompanied by enhanced agricultural productivity so that the food production is not threatened and economic development moves apace. Further the agreement has emphasized REDD as a voluntary mitigation action by developing countries that can only be undertaken taking into account national legislation and sovereignty. Cancun safeguards have therefore laid a sound foundation on which a more comprehensive architecture for REDD that includes a market based mechanism that can be built in the coming years.

20. The issues at stake in the Cancun Safeguards are:

- Transparency and access to information by all relevant stakeholder groups;
- Rule of law exists and strong institutions for its application to promote/guarantee access to justice, effective remedies;
- Systems for feedback, oversight and accountability;
- Rights to lands, territories and resources (security of tenure and hence clear land and resource policy); involuntary resettlement;
- Full, effective and gender equitable
- participation;
- Legitimacy/accountability of representative bodies;
- Free, Prior and Informed Consent (FPIC);

- Traditional knowledge and cultural heritage;
- Grievance mechanisms.

Box 1: Guidance on safeguards for policy approaches on issues relating to emissions from REDD+

Guidance and safeguards for policy approaches and positive incentives on issues relating to reducing emissions from deforestation and forest degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries

1. Activities referred to in paragraph 70 of this decision should:

- Contribute to the achievement of the objective set out in Article 2 of the Convention;
- Contribute to the fulfilment of the commitments set out in Article 4, paragraph 3, of the Convention;
- Be country-driven and be considered options available to Parties;
- Be consistent with the objective of environmental integrity and take into account the multiple functions of forests and other ecosystems;
- Be undertaken in accordance with national development priorities, objectives and circumstances and capabilities and should respect sovereignty;
- Be consistent with Parties' national sustainable development needs and goals;
- Be implemented in the context of sustainable development and reducing poverty, while responding to climate change;
- Be consistent with the adaptation needs of the country;
- Be supported by adequate and predictable financial and technology support, including support for capacity building;
- Be results-based;
- Promote sustainable management of forests.

Box 2: CANCUN safeguards on REDD+

When undertaking activities referred to in paragraph 70 of this decision, the following safeguards should be promoted and supported:

- Actions complement or are consistent with the objectives of national forest programmes and relevant international conventions and agreements;
- Transparent and effective national forest governance structures, taking into account national legislation and sovereignty;
- Respect for the knowledge and rights of indigenous peoples and members of local communities, by taking into account relevant international obligations, national circumstances and laws, and noting that the United Nations General Assembly has adopted the United Nations Declaration on the Rights of Indigenous Peoples;
- The full and effective participation of relevant stakeholders, in particular, indigenous peoples and local communities, in actions referred to in paragraphs 70 and 72 of this decision;
- Actions are consistent with the conservation of natural forests and biological diversity, ensuring that
- actions referred to in paragraph 70 of this decision are not used for the conversion of natural forests, but are instead used to incentivize the protection and conservation of natural forests and their ecosystem services, and to enhance other social and environmental benefits;
- Actions to address the risks of reversals;
- Actions to reduce displacement of emissions.

2.1.2 Integration of Social and Environmental Benefits in REDD+

21. One of the basic motivations for governments and stakeholders to become engaged in REDD+ is the potential to achieve social and environmental benefits that go beyond climate change mitigation. A key

lesson from the Review of the UN-REDD Program indeed suggests that these additional socio-economic benefits should be emphasized, perhaps more so than the cash payments, particularly to the local communities. This is because the cost benefit analysis of REDD+ does not always show that the opportunity cost of forest exploitation can be obtained from REDD+ processes; and the long-term nature of REDD+ payments can be discouraging to stakeholders if the payments were the only benefits. Countries are therefore encouraged to assess and include the achievement of additional benefits among the objectives of their REDD+ policy documents, often referring to biodiversity conservation, ecosystem services (especially water regulation and soil retention), ecosystem resilience, support to local livelihoods, the cultural and spiritual values of forests, and poverty reduction. These additional benefits can make REDD+ efforts more sustainable in the long-term, lend greater momentum and political will to REDD+ efforts, and by contributing to other existing goals, reduce overall costs for governments.

22. The important thing is for a country to identify these additional benefits from REDD+ and to communicate them to relevant stakeholders, making appropriate links with the national approach to safeguards, tailoring REDD+ actions to increase the resulting benefits, and finding ways to address potential trade-offs between different types of possible benefits.

2.1.3 Developing National Forest Monitoring Systems (NFMS) and Development and Submission of Forest Reference Emission Levels (FREL)/ Forest Reference Levels (FRLs) to the UNFCCC

23. In order to access payments for REDD+, countries need to measure and report their REDD+ mitigation contributions, using internationally recognized and accepted methodologies. A country therefore needs to develop a National Forest Monitoring System (NFMS) and submit estimations of the emissions associated with deforestation and forest degradation at the start of the REDD+ initiative (FRELs) as well as estimated mitigation gains (carbon removals) that would be expected from implementation of policies and measures as outlined in a National Strategy/Action Plan.

24. Under the UNFCCC REDD+ context NFMSs are primarily meant to provide measurements, reporting and verification (MRVs) of emissions reductions from forests and enhancement of sinks and/or carbon stocks. Experience from other countries however shows that the monitoring system can also be used to monitor forestry processes in general, even in cases where only a part of the country may be engaged in a REDD+ process. It is expected that the NFMS are well-anchored into sound institutional arrangements and are able to function mainly with national expertise and with limited outside expertise.

25. Countries are expected to provide bi-annual update reports (BUR) to the UNFCCC (which always include an annex of the reference level emissions).

26. Developing FRELs and FRLs is a process that requires consideration of national circumstances, data availability and existing capacities. In many countries capacity and data challenges have forced them to start at sub-regional rather than national levels.

2.2 UN-REDD+ Program:

27. The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD Programme) was created in September 2008 to assist developing countries to build capacity to reduce emissions and to participate in the REDD+ mechanism. The Programme builds on the convening role and technical expertise of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP). The UN-REDD Programme supports nationally-led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including Indigenous Peoples and other forest-dependent communities, in national and international REDD+ implementation.

28. By the beginning of 2015, the programme had grown to include 60 partner countries. The Republic of South Sudan joined the UN-REDD Program in 2011. In its 2016-2020 Program strategy, UN-REDD identified key lessons generated since 2008, which are relevant to the RSS effort (box 3).

29. It is important to note that the UN-REDD Programme does not make payments for mitigation but can ensure that the REDD+ readiness processes culminate in the establishment of an institutional landscape where national capacities have been developed such that flows of REDD+ results based payments (RBPs) will be managed in an effective, transparent and equitable manner.

Box 3: Lessons from REDD+ since 2008

Ensuring that countries are in the driving seat in the development of REDD+ is vital for success. This means that capacity development with a wide range of stakeholders and in terms of numerous critical topics including MRV, forest governance, safeguards, benefits, etc. is of utmost importance.

- There is no “one size fits all” approach to providing support for REDD+. Tailoring external assistance to the needs of each country is fundamental for success.
- The establishment of effective, transparent national forest monitoring systems is a high priority for REDD+ countries as they can provide data on the increases in carbon stocks and reductions in GHG emissions which represent the “performance” for which REDD+ payments would ultimately flow.
- Capturing carbon value alone may not always be sufficient to alter land use, budgetary and natural resource management decisions and practices. Linking REDD+ processes to national sustainable development agendas can contribute to supporting the shift towards building a low-carbon society while also prioritizing conservation and offering substantial opportunities for improved livelihoods.
- REDD+ requires extensive cross-sectoral efforts – beyond the forestry services and ministries of environment – in order to address the large drivers of deforestation and degradation in the context of economic development and the impacts of climate change. Numerous interest groups are implicated in and affected by policy reform. Addressing the drivers takes time and progress to date has been slow.
- Early participation and inclusion of all stakeholders (women and men) is essential in national and international decision making on REDD+ and can contribute to reinforcing credible and legitimate 2 Many of the results are reviewed in the publication entitled “On the road to REDD+” (2014). A list of key references is included in annex A. In annex B a summary of the main achievements is included, based on a comprehensive analysis of progress reporting since 2009. In other words, developing national strategies in an inclusive and multi-stakeholder manner is vital. The private sector has a key role to play in these processes, but has not been sufficiently engaged so far. Conflicts may arise and conflict or grievance resolution mechanisms need to be in place.
- Viewing REDD+ predominantly as a benefit-sharing scheme is unlikely to be successful, as REDD+ payments will not always be sufficient to meet opportunity costs. REDD+ needs to be considered as part of broader national transformation processes, as an incremental contribution to national efforts to improve land management and climate mitigation.
- Clarification of land tenure is important for enabling implementation of REDD+, including policies and measures and their incentivisation. Such incentives need to be equitably distributed, recognizing and protecting customary rights of local communities and indigenous peoples, which may contribute to a better understanding of multiple and overlapping tenure rights.
- When considering REDD+ PAMs, the generation and distribution of forest ecosystem goods and services should be considered. The costs and benefits of different REDD+ actions also need to be assessed. The role of forests in climate change adaptation is also an important issue.
- Development of safeguards and safeguard systems should be associated with the development of the National REDD+ Strategy or Action Plan, so that the safeguards respond to the targeted PAMs. Developing safeguards too early in the readiness phase has led to expansive safeguard systems with literally hundreds of indicator, far beyond the scope of the REDD+ interventions. This can lead to high expectations that REDD+ safeguards will be the panacea for all forest-related challenges.
- As far as countries are concerned ensuring alignment between REDD+ initiatives is important in order to map out the support needed and to determine appropriate REDD+ policies and measures.
- Through the development of tools, guidelines and enhanced knowledge, an important and potentially influential REDD+ “community of practice” is emerging, which can be instrumental in ensuring that appropriate and effective policies and measures are devised and implemented to tackle deforestation and forest degradation, enhance carbon stocks, etc.

3 RSS REDD+ Stakeholder Mapping and Capacity Needs Assessment

3.1 Identifying relevant stakeholders for REDD+ in Southern Sudan

30. Under the REDD+ process, stakeholders are defined as groups that have a stake or interest or right in the forest and those that will be affected either negatively or positively by REDD+ activities. These groups include:

- Relevant government agencies;
- Formal & informal forest users (women & men);
- Private sector;
- Indigenous peoples (women & men);
- Forest-dependent communities (women & men);
- Development partners.

31. To ensure that national REDD+ systems and programmes are inclusive and resilient, specific attention must be paid to the specific roles, requirements and contributions of women and men at every stage of policy and programme development, from design through implementation and evaluation². In this respect, stakeholder engagement should not be merely a matter of integrating the views of the different actors that are concerned by REDD+ but a stronger process, crafting partnerships, obtaining consensus and formulating inclusive and gender sensitive policies that will make REDD+ transformational.

32. The UN-REDD program emphasizes the importance of full stakeholder engagement giving three reasons why it is critical: i) UNFCCC decisions have consistently called for parties to ensure the full and effective participation of relevant stakeholders in the design and implementation of REDD+ NSs and/or APs; ii) Demand for meaningful stakeholder engagement from donors, Indigenous Peoples (IPs), civil society and REDD+ countries alike since the early days of conceptualizing REDD+; iii) recognition that the transformational reforms REDD+ often demands would not happen effectively without partnerships and buy-in across a large swath of government, society, business and institutions.

33. A stakeholder analysis for the REDD+ program in South Sudan showed that there are several important stakeholder groups who should be involved in the REDD+ process in the country. These include groups from Local communities, traditional authorities/institutions, local and international non-government organizations (NGOs), academia, development partners/donors, relevant government institutions, private sector/investors and religious institutions. The 2013 stakeholder assessment generated a list of stakeholders active in Central and Eastern Equatorial States in the table below.

Table 2: List of REDD+ Stakeholders for Southern Sudan

| CSO/Network ³ | Key intervention areas ⁴ | Geographical coverage ⁵ |
|--------------------------|-------------------------------------|------------------------------------|
|--------------------------|-------------------------------------|------------------------------------|

² UN-REDD Programme Guidelines of Free, Prior and Informed Consent, p.44

³ Associations, Community Based Organizations, NGOs, platforms, forums, etc.

⁴ Main activity areas like Environment, Agriculture, Human Rights, Governance, etc.

⁵ National, State, County or Community level

| | | |
|--|--|---|
| FARM Project | Supporting farmers groups | Magwi, Torit & Ikwoto Counties |
| Norwegian Peoples' Aid (NPA) | Supporting Farmers group & CBOs | Magwi, Torit & Ikwoto Counties |
| Society for Orphans Disasters' | Farming Conflict mitigation Feeder roads maintenance | Imurok, Ifwotu and Iyire Payams |
| Itwak Women Group | Farming | Hiyala and Nyong Payams |
| All Valley Agriculture Development Initiative | Horticulture Agro forestry Livestock Husbandry Agriculture | Himodonge, Iyire and Ifwotu |
| South Sudan Health Environment Developmental Program | Tree seedling production Civic education on hygiene promotion Promote community participation in democracy Protection of environment | Torit, Ikwoto and Magwi counties |
| Dream Builders South Sudan | Tree seedling production Vegetable production | Nyong, Nimule and Pageri |
| GIZ | Food security programs | Western, Eastern Equatorial State, North and West Bahar el Ghazal |
| FAO | Food security programs | Western, Eastern Equatorial State, North and West Bahar el Ghazal |
| SUDD – Institute of Policy Research and Analysis | Policy Analysis | National |
| Wildlife Conservation Society (WCS) | National/ wildlife policy and conservation | National |
| IGAD-UNDP Civil Service capacity building program | Creating civil service codes and systems; Twins experienced civil servants from the neighbouring countries with South Sudanese civil servants | National – no specific focus to any sector |

34. The stakeholder analysis during the second mission however also showed that the development scenario in the country has changed dramatically since the outbreak of unrest in December 2013. The development partners and the civil society have changed their focus from development to Humanitarian aid, reducing the focus on environment related work, including forestry. Indeed all the staff members who represented Bilateral Development partners on the National REDD Task Force have been transferred out of South Sudan because of the change in direction of partnership with the country⁶. A visit to the offices of the European Union, Norwegian Embassy, UKAid, FAO and USAID revealed that i) the officers who represented the organizations on the UNREDD Task Force for the RSS had been transferred; ii) These donor organizations had changed strategy to Humanitarian and Emergency mode of operations, so they

⁶ Because emails to the REDD Task Force members representing European Union, Norwegian Embassy, UKAid, FAO and USAID kept bouncing, the consultant visited the offices and was informed that: i) the officers who represented the organizations on the UNREDD Task Force for the RSS had been transferred; ii) These donor organizations had changed strategy to Humanitarian and Emergency mode of operations, so they no longer had the programs or funds that would be relevant to the REDD+ agenda.

no longer had the programs or funds that would be relevant to the REDD+ agenda. It was the same story with civil society groups, who largely depend on donor funds from the bilateral development partners. Once the funding priority shifted to humanitarian/emergency, the NGOs shifted their focus (also in response to the humanitarian needs in the country).

35. This situation was discussed with the management at the Directorate of Forestry, the Ministry of Agriculture and UNDP and a decision was made to focus the assessment to REDD+ Readiness of the country, so as to make the study findings more useful and applicable once the situation in the country returns to development mode.

3.2 Capacity needs assessment methodology

36. The capacity needs assessment that followed utilized an abridged version of the methodology developed by Kojwang and Ulloa in 2012⁷. Approved by both UN-REDD and the Forest Carbon Partnership Facility (FCPF) in March 2012, the methodology is based on a series of issues derived from the key components of REDD+ as defined at the sixteenth session of the Conference of the Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) in Cancun. It seeks to assess technical, financial and operational capacities each country has (or requires) to undertake the various tasks spelt out in the path to REDD+ readiness, constituted in sub-components outlined in table 3.

37. Given the early stages of both Nation-building and REDD+ process in South Sudan, and the prevailing focus on Humanitarian/emergency aid, only a few fundamental issues were assessed, largely related to the first two sets of issues: on REDD+ governance and preparation of National Strategy/Action Plan. This is because the issue of forest governance is so critical for REDD+ processes that stakeholders would not proceed far on the REDD+ preparedness path without addressing the basic natural resources policies and regulatory frameworks.

Table 3: Country capacity assessment matrix developed by UN-REDD and Forest Carbon Partnership Facility

| 1. National REDD+ governance | |
|--|---|
| 1.1. Institutional capacity, coordination mechanism, and legal framework | a) Effective institutions (with technical capacity, administrative authority, financial capabilities) to manage the drivers of deforestation and forest degradation for REDD+ (especially forest and land-use sectors). |
| | b) Assessment of institutional reforms and new institutional arrangements needed for REDD+ design and implementation. |
| | c) Identification of institutional strengthening requirements; for example, to improve law enforcement capacities, and MRV, among other things. |
| | d) Effective coordination mechanism across ministries at political, technical and administrative levels. |
| | e) Effective coordination mechanism with civil society, indigenous peoples and productive sectors for REDD+ design and implementation. |

⁷ Country needs assessment: A report on REDD+ readiness among UN-REDD Programme and Forest Carbon Partnership

Facility member countries: UN-REDD Programme and Forest Carbon Partnership Facility report: October 2012

| | |
|--|--|
| | f) Legal evaluation on how to integrate carbon rights under current legislation, including coordination and consultation on how to assign carbon rights. |
| 1.2. Benefitsharing | a) Design and implementation of a transparent and accountable system to channel benefits and income from REDD+. |
| | b) Institutional framework for benefit-sharing system. |
| | c) National capacity to observe fiduciary standards for disbursement and reception of funds. |
| | d) Identification, assessment and use of prior experiences, including PES and REDD+ demonstration activities to inform REDD+ strategy design and implementation. |
| 1.3. Consultation and participation process (indigenous peoples, civil society, private sector and other stakeholders) | a) Formal procedures for stakeholder consultations. |
| | b) Capacity development and information supply to facilitate the participation of indigenous peoples, forest-dependent communities and others in the management of REDD+. |
| | c) Formally recognized and applied mechanisms for conflict resolution under REDD+ (e.g. carbon rights, indigenous peoples' land tenure, others). |
| 2. REDD+ strategy or action plan | |
| 2.1. REDD+ strategy development and options | a) Use of experiences in natural resource and forest management and agriculture at local, regional (sub-national) and national levels to inform REDD+ strategy design and implementation. |
| | b) Assessment of drivers of land-use change including drivers from outside the forest sector at national and regional levels. |
| | c) Systems to simulate and monitor impact of REDD+ policies at national, regional and local levels. |
| | d) Analyses of REDD+ scenarios and their possible impact on gross domestic product (GDP), forestry as a percent of GDP, and agriculture as a percent of Forest % GDP, Agriculture % GDP |
| | e) Cost assessment (opportunity, implementation, institutional and transaction costs) of REDD+ action at local, regional and national levels to inform policy and decision-making. |
| | f) Identification or assessment of major inconsistencies or conflicts between the objectives of the REDD+ strategy and policies and programmes in other sectors (e.g. transport, agriculture, energy, mining, tourism) and ways to address them. |
| | g) Assessment of how existing laws, policies, programmes and practices incentivize deforestation and forest degradation. |
| | h) Identification of specific reforms in legislation and policies that can be addressed in the short term. |
| | i) Identification of priority areas for pilot programmes and mechanism testing. |

| | |
|--|---|
| | j) Testing of specific REDD+ strategy options. |
| 2.2. Identifying multiple benefits of forests and REDD+ | a) Information systems on ecosystem-based multiple benefits of forests and REDD+. |
| | b) Identification and selection of natural resources, accounting methods and other natural resource valuation systems. |
| | c) Identification, assessment and prioritization of environmental services per region and ecosystem, for REDD+ pilot programmes. |
| | d) Assessment to incorporate multiple benefits of forests in land-use and spatial planning within national programmes and REDD+ strategies. |
| 3. Social and environmental safeguards | |
| 3.1. Information on safeguards | a) Identification and understanding of key social, political economic and environmental risks of REDD+ strategy options. |
| | b) Frameworks to monitor and manage the risks and impacts during REDD+ strategy implementation (e.g. policies, governance, multiple benefits, participation). |
| | c) Assessment of key gender-based risks and potential benefits, opportunities of REDD+ strategy options, implementation framework. |
| 4. Setting forest reference emission level and/or forest reference levels | |
| 4.1. Reference emission level / reference level | a) Data and knowledge on priority deforestation and forest degradation processes and drivers, associated greenhouse gas (GHG) emissions, and methods for assessing their future developments. |
| | b) Methodology for estimating historic emissions and to estimate emission scenarios based on expected trends in the drivers of change. |
| | c) Expertise in spatial and temporal analysis and modelling tools and a system for networking of institutions/organizations working in the area. |
| 5. Systems for national forest monitoring and information on safeguards | |
| 5.1. National monitoring framework and capacities | a) Capacity and/or compliance with national and international reporting systems (e.g. UNFCCC national communications, FAO Forest Resources Assessments (FRA)). |
| | b) Capacity and systems for estimating terrestrial carbon, its dynamics, related human-induced changes, leakage and monitoring approaches. |
| 5.2. Design of monitoring system (area change, accuracy, verification and reporting) | a) Agreement on definitions, monitoring goals, reference units and monitoring variables. |
| | b) Legally defined institutional arrangements with clarified competencies and technical capabilities. |
| | c) Capacity development plan to cover the priority data and information needs (e.g. cover change, carbon flows, multiple benefits, opportunity costs and environmental risks). |

| | |
|---|--|
| | <p>d) Capacity to review, consolidate and integrate existing data and information (e.g. forest inventories, permanent sample plots, REDD+ demonstration activities).</p> <p>e) Capacity, systems and procedures to estimate carbon stocks according to chosen Intergovernmental Panel on Climate Change (IPCC) tier levels and carbon pools and to monitor the changes.</p> <p>f) System and capacity for statistical analysis and interpretation of data in a transparent manner, including the estimation of error.</p> <p>g) Use of an independent system to verify data and its interpretation.</p> <p>h) Institutions or platforms ensuring public access to data and information for transparency and the capacity required for its running and maintenance.</p> |
| 5.3. Designing an information system for multiple benefits, other impacts, governance, and safeguards | <p>a) A system for monitoring how safeguards are addressed during the implementation of REDD+ activities based on practical methodology and tools.</p> <p>b) Identification of the scope and roles for stakeholders and government agencies in the design and implementation of safeguards.</p> <p>c) Identification of the capacity needed in the design and implementation of safeguards.</p> <p>d) Coordination of the information system for safeguards with monitoring for other needs.</p> <p>e) Identification of mechanisms for establishing independent monitoring and reviews that allows the effective and appropriate participation of civil society, indigenous peoples, forest-dependent communities, and other stakeholders.</p> |
| 6. Transition to a development framework with REDD+ (green economy) | |
| 6.1. Transition to a development framework with REDD+ (green economy) | <p>a) Development of national roadmaps to identify what types of investment and strategy are needed to integrate REDD+ in development frameworks.</p> <p>b) Protocols for integrated land-use planning and decision-making to allow the integration of economic, biophysical and social information, using multi-criteria decision-making tools.</p> <p>c) Capacity to develop integrated visions and reach out to other sectors, such as planning and finance, to prioritize investment and public spending to promote more sustainable development options.</p> <p>d) Strengthening policies so that they are pro-poor and capacity to develop better indicators to guide investments, such as 'GDP of the poor'</p> <p>e) Case studies and comparison with probable impacts of 'business as usual' investment practices and trajectories and those with green economy options in pilot districts (such as agro-forestry, more efficient processing of timber, REDD+ projects, and PES).</p> |

3.3 Findings on stakeholder capacity needs assessment for the Republic of South Sudan

3.3.1 Capacity needs related to National REDD+ Governance

38. As explained above, the assessment set out to establish what technical, financial and operational capacities exist (and gaps) for the South Sudan stakeholders to establish the governance systems as described to be necessary in the REDD+ rulebook; the assessment looked into the area of institutional capacity, coordination mechanisms and legal frameworks; Benefit sharing and ensuring consultation and participation process (indigenous peoples, civil society, private sector and other stakeholders).

39. The assessment finds that although the Comprehensive Peace Agreement (CPA) of 2005 and the subsequent attainment of independence in July 2011 gave birth to the new nation of South Sudan, the damage done to the country's statutory and customary structures of governance in general - and those pertaining to the forest sector in particular - is extensive and significant⁸. On the one hand the government has made significant progress in ratifying international conventions Climate Change, the Convention on Biological Diversity (CBD) and the Convention to Combat Desertification (UNCCD). However, it has not yet completed the Enabling Activities (NBSAP, NAP, NAPA⁹) that make it easier to access the international funds available to countries to address climate change, biodiversity conservation and sustainable land management. The Ministry of Environment and relevant institutions are working on the enabling activities with technical assistance from the United Nations Environmental Program (UNEP). If an enabling environment is created, South Sudan could access between USD 40 and 70 million to address climate change, biodiversity conservation and to combat land degradation and desertification, in the coming years.

40. At the national level it has put in place the relevant Ministries including the Ministry of Agriculture, Forestry, Cooperatives and Rural Development (MAFCRD), which houses a Directorate of Forestry; Ministries of Environment, Planning, Finance, etc.¹⁰. However, the country has not yet formulated key national policies relevant to the REDD+ process, and without which engaging in REDD+ Policies and Measures (PAMs) that lead to Results Based Payments (RBP) would be difficult; primarily, forestry and land policies.

41. A draft Forestry policy is at an advanced stage, having been cleared by Cabinet in October 2015. The policy recognizes forests as providers of critical environmental services, water catchment and in mitigating climate change. It calls for the engagement with REDD+ and the establishment of a National Forest Commission with administrative, regulatory and supervisory powers regarding forests. It also calls for the formation of a designated national authority to coordinate international assistance for climate change adaptation and mitigation. However, one of its weaknesses is that it does not recognize climate

⁸ This is in agreement with a conclusion of the first mission on the Capacity Needs Assessment, Annex 2.

⁹ NBSAP (National Biodiversity Strategy and Action Plan); NAP (National Action Plan, against Desertification and land degradation); NAPA (National Adaptation Plan of Action)

¹⁰ A recent study by the SUDD Institute (March 2015) reported the following institutional frameworks that have a relevance to the country's response to climate change, environmental and natural disaster risks, albeit all in nascent stages: Ministry of Humanitarian Affairs and Disaster Management¹⁰, South Sudan Relief and Rehabilitation Commission, Ministry of Environment, South Sudan Meteorological Service (SSMS), Ministry of Agriculture, Forestry, Tourism, Animal Resources and Fisheries, Ministry of Electricity, Dams, Irrigation and Water Resources (MEDIWR), Ministry of Finance, Commerce and Economic Planning, Ministry of Lands, Housing and Physical Planning, Ministry of Petroleum, Mining and Industry, Ministry of Foreign Affairs and International Cooperation and Ministry responsible for wildlife. These institutions have been grouped in this study as part of climate change adaptation, mitigation and disaster risks reduction institutional framework, because of their role in either contributing to climate change impacts or in helping the country adapt or mitigate the impacts.

change as one of the threats to forests, failing to propose how to protect forests from the impacts of climate change¹¹. However, the greatest challenge is that it is still a draft.

42. Legal and policy frameworks on land in South Sudan include the Land Act, 2009, Transitional Constitution, 2011 and a draft Land Policy. The Land Act was put in place before the Land Policy was formulated (still in draft form), as it was deemed urgent to have some legal framework in place. The Land Act and the Transitional Constitution, 2011 stipulate that the people of South Sudan own the land while the government regulates its usage. However, subterranean natural resources should be owned, regulated and managed by the government of South Sudan. The Land Act divides the land into private, public and communal lands.

This means there are essentially three types of land ownership in Southern Sudan: (1) ethnic communities, (2) government at the national, state, and local levels, and (3) private leaseholders. Communities are by far the largest landowners in the sense that they retain the right to regulate the usage of community land under customary law. The three-levels of government also own a considerable amount of land in the form of protected areas (e.g. national parks, game reserves, forest reserves) and pre-war agro-industrial complexes. Most of these areas were gazette by either the British colonial administration or the central government in Khartoum after independence. Privately held leaseholds are mostly found in and around urban areas. However, in recent years, foreign and domestic companies have acquired large amounts of rural land through leases with communities and government institutions. The laws also require the government to enter into consultation with communities if a piece of land is needed for investment before making and signing an agreement with a land owning community on behalf of a company that wants to use the land for investment.

43. The goal of the proposed land policy is to promote land tenure security. The policy proposes to address (1) displacements due to civil wars, natural disasters and land right conflicts (2) weak land management system (3) lack of transparency and accountability (4) gender bias and discrimination (5) unplanned settlement in towns (6) conflicts over pastures and water points (7) disagreements over internal administrative boundaries, and, land grabbing. It recognizes security of tenure, peace building, economic development and fostering national unity as key benefits of the proposed policy measures. However, implementation of policies and measures for Results Based Payments (PAMs) requires a secure land tenure system especially to cater for permanence and to ensure fair and equitable distribution of payments and benefits from the REDD+ schemes.

44. The country has a highly decentralized traditional governance and institutional framework, which in the long run is likely to be a strong point for ensuring fair and equitable benefit sharing. However, in the short term it presents a challenge to ensuring women would benefit fully from a successful REDD+ program. Customary law continues to govern the use of land and other natural resources, with each ethnic group applying its own laws relating to land and land rights within its own territory. Customary rules are unfortunately not equitable and restrict women's access to land and property. The current legislation recognizes the importance of customary institutions as well as their inability to protect women's access, control and ownership of land. While the legal framework provides a solid foundation, efforts need to be made to clarify roles and responsibilities of the government and customary institutions when rights overlap, and to provide guidance on how to bridge the gap between a customary framework that restricts women's rights, and the new legal framework that puts women on equal footing with men.

45. **Institutional capacities:** The assessment finds that there is a very high political support and enthusiasm for engagement with REDD+. However, the institutions for natural resources management (including forestry) that would be required to take the country through the readiness processes, including formulation of the National Strategy and Action Plan (NS/AP) are either in nascent stage of development or are absent. At the national level, the Directorate of Forestry and the National Land Commission have

¹¹ SUDD (2015) -- Assessment of Policy and Institutional Responses to Climate Change and Environmental Disaster Risks in South Sudan

major challenges with technical know-how, staffing, financial and operational capacities, especially at the State Level. Discussions with the State Directorate of Forestry for North and Western Bahr el Ghazal and the Western Equatorial State revealed an average of less than 25% of required forest management staff in place (includes foresters, conservators, forest supervisors and/or labourers). They also had grave operational challenges (lack of vehicles and equipment). Table 4 below and figures 2, 3 and 4 compares the numbers of people working in the forestry sector in selected countries. The recent creation of an additional 18 states (moving the country from 10 to 28 States) is set to replicate the capacity gaps at these new States, although it will still bring government closer to the people.

Table 4: Forestry statistics for selected countries

| Country | Size of forests | Number of staff in forestry department | Expenditure in USD | Revenue in USD | Landmass | Percentage of forest cover | Forest/ Staff ratio |
|--------------|-----------------|--|--------------------|----------------|-----------|----------------------------|---------------------|
| Tanzania | 326,212 | 3,000 | 6,585 | 11,404 | 947,300 | 52.8 | 108.74 |
| Kenya | 34,450 | 5,000 | 62,029 | 63,592 | 580,370 | 7.6 | 6.89 |
| Panama | 32,274 | 3,580 | 433,959 | 5,597,789 | 75,420 | 62.5 | 9.02 |
| Rwanda | 4,550 | 492 | 505,745 | 271,370 | 26,340 | 18.9 | 9.25 |
| Zimbabwe | 149,700 | 2,500 | 3,259,288 | 2,706,296 | 390,760 | 38 | 59.88 |
| South Africa | 92,410 | 5,000 | 39,139,179 | | 1,219,090 | 7.6 | 18.48 |
| Uganda | 28,116 | 2,600 | | | 241,550 | 11.7 | 10.81 |
| Ghana | 47,092 | 3,552 | | | 238,540 | 40.8 | 13.26 |
| Sweden | 282,030 | 1,000 | 190,384,483 | 3,665,298,645 | 447,420 | 68.9 | 282.03 |
| South Sudan | 207,422 | | | | | | |

Partner/ Development institutions: The UN-REDD programme acknowledges that most countries which host significant forests also face challenges related to the REDD+ process such as weak forest governance, as well as technical and operational capacities. This is indeed the finding of the 2012 REDD+ global capacity assessment report, commissioned jointly by UN-REDD and the World Bank Forest Carbon Facility¹². The report showed that most of the 22 countries sampled expressed weak technical, financial and operational capacity related to governance, REDD+ strategy development, work on safeguards, and setting up systems for monitoring, reporting and verification (MRVs) – box 3. This is also part justification for the formation of the international mechanisms such as the UN-REDD and the world Bank Forest Carbon Partnership Facility. Indeed, the UN-REDD draft strategy of 2011-2015 states that “The goal of significantly reducing emissions from deforestation and forest degradation can

¹² Country needs assessment: A report on REDD+ readiness among UN-REDD Programme and Forest Carbon Partnership

Facility member countries: UN-REDD Programme and Forest Carbon Partnership Facility report: October 2012

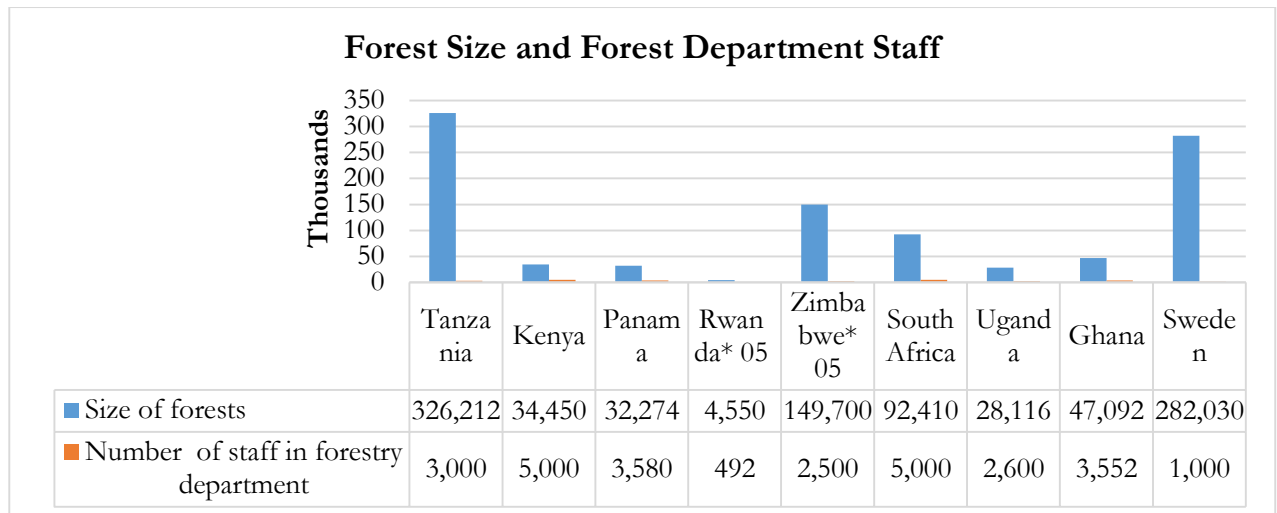


Figure 2: Forest cover and forest Department staff in sample African countries, and Sweden

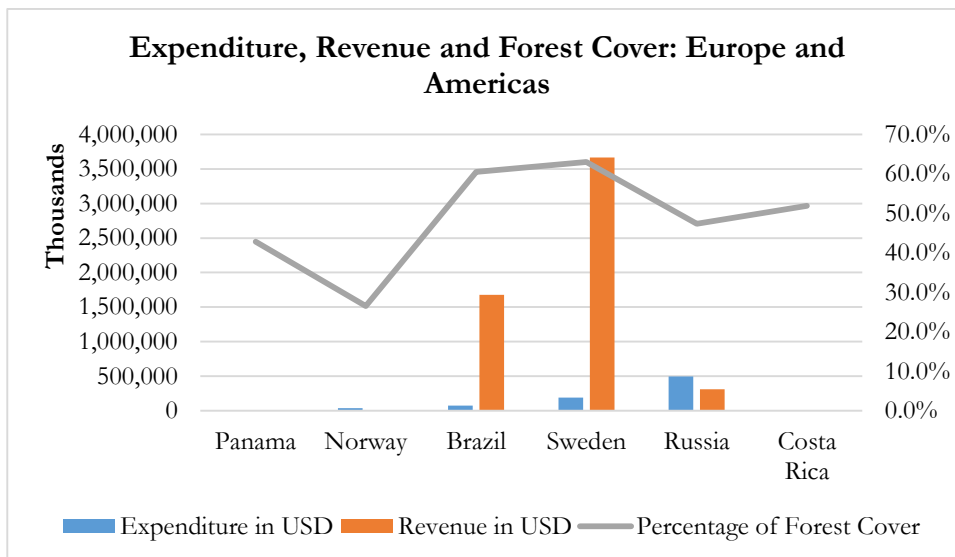


Figure 3: Expenditure revenue as it relates to forest cover for some Europe and American countries

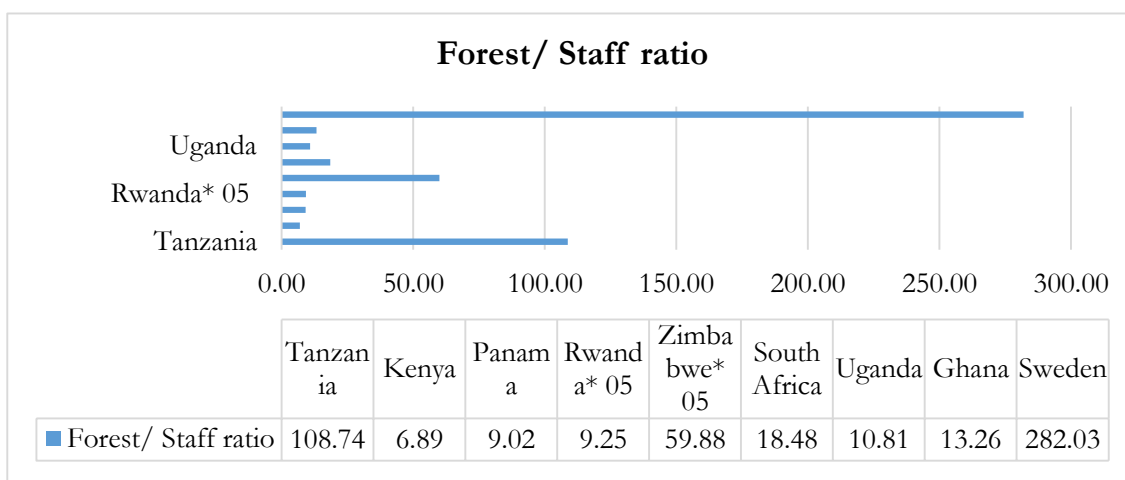


Figure 4: Forest staff ratio in some countries

46. Best be achieved through a strong global partnership to create a REDD+ mechanism under the United Nations Framework Convention on Climate Change (UNFCCC). Such a partnership must be based on a commitment, on one hand, by developing countries to embark on low-carbon, climate resilient development, and on the other hand, by developed countries to provide predictable and significant funding as an incentive for reduced forest-based carbon emissions”. Although the actual payment for Results Based Actions are not necessarily made by development partners based inside the country, their participation in the process of REDD+ preparedness and implementation is critical. This is because, as the UN-REDD 2016-2020 Strategy reiterates, it (UN-REDD) provides technical and limited financial assistance to countries, but this would be inadequate to formulate and implement a REDD+ strategy.

47. While South Sudan has some similarities in capacity deficits with other countries hosting significant forests, its capacity deficits are greater, by virtue of its stage of development as a country; exacerbated by the fact that the regular development partners who support similar work in other countries are either absent or have switched their focus to Humanitarian/emergency aid. This shift has affected two programs that would have made a difference in the REDD+ process: the Norwegian Government funded Forest Sector Program for South Sudan, and the FAO forest mapping exercise. Started in 2008, the Forest Sector Program had three components; 1) Forest Assessment, 2) GIS and Information management and 3) Concession standards; and worked with the government at central and state levels. The Land Resource Survey and Information Centre (LRSIC) was set up to implement the program, and to act as a semi-autonomous institute for collection, analysis and reporting on land- and forest information. The Norwegian government suspended further support to this program following the shift of development focus after the political upheaval of December 2013. Similarly, FAO, USAID, UKAid and GiZ, all regular supporters of the forestry sector in similar countries are currently only doing Humanitarian programs. This makes the development partners, an important stakeholder in REDD+, just as weak as government institutions in terms of supporting a REDD+ process in the country.

Box 4: Summary of Capacity Needs Assessment on REDD+ covering 22 countries (global spread)

Governance (institutional capacity, coordination mechanism and legal frameworks, benefit sharing, consultation and participation process: In this study, needs were expressed in all of the three key sub-components. A majority of countries prioritized institutional strengthening and reforms, benefit sharing and legal frameworks for REDD+. Of interest is that a number of countries also prioritized elements such as development of effective institutions, identification of institutional strengthening, effective coordination mechanisms across ministries, and effective coordination mechanisms with civil society, indigenous peoples and the private sector;

REDD+ Strategy Development: In expressing their needs, countries included work on drivers of deforestation, development and testing of safeguards, establishment of pilot projects and others;

Work on safeguards: There were strong indications from country responses that capacity to develop and mainstream safeguards in REDD+ programmes is inadequate and support is required to improve it;

Measurement, reporting and verification (MRV) and Reference levels: On this vital component of any REDD+ programme, technical support was sought by all but two countries.

48. The shortage of technical expertise, financial and operational capacities is a very real challenge to the processes REDD+ in South Sudan in the following ways:

- a. Stakeholder participation and engagement is critical to developing viable REDD+ strategies and implementation frameworks, and should begin as early as possible when a country begins considering participation in REDD+. REDD+ requires extensive consultation among interested stakeholders such as government agencies, civil society, private sector, Indigenous Peoples, and development partners. Stakeholder consultation processes not only ensure wide-ranging acceptance and interest in REDD+, but also build the trust of stakeholders and support their capacity to participate in REDD+ in a meaningful and effective way. The readiness process needs to establish both formal and informal mechanisms to ensure adequate consultation among all these stakeholders. Currently, there's inadequate capacity in four key institutions necessary for effective stakeholder consultation: government, development partners, civil society and the private sector. The National REDD+ Task Force formed in 2012 has lost key members from the development partners, and it does not have adequate civil society membership; in particular CSO groups working in natural resources management of forestry or environment sector, especially at the local level. This is a serious gap, given the dire capacity situation of government institutions at the State Level.
- b. Assessing drivers of forest loss: A participatory and robust assessment of drivers of forest degradation and deforestation is a cornerstone of defining a NS and/or AP. Thus, the country is expected to identify direct, indirect and underlying drivers of deforestation, assess the most strategic policies and measures as part of the NSs and/or APs to most sustainably address the drivers as well as "+" activities, including linkages to broader low carbon, climate change and/or sustainable development strategies, undertake cost benefit analyses to identify non-carbon benefits, which they would use to facilitate prioritisation of policies; and indeed to develop a technically and economically sound REDD+ NSs and/or APs. The UN-REDD programme can assist with the process, but it needs a threshold of in-country capacity that is currently lacking in South Sudan.
- c. The current levels of capacity and partnerships would especially have difficulty with identifying and, as would be necessary, strengthening the policies, laws and regulations (PLRs) that address the Cancun safeguards; or developing the safeguards information system (SIS) as required under the UNFCCC.
- d. Mainstreaming REDD+ policies within the broader national development strategies. The government is however in an excellent position to mainstream REDD+ friendly policies in the policies of relevant sectors and to build a buy-in from the relevant government agencies, especially at the State levels, where the development of State Policies are awaiting the development of the National policies. REDD+ readiness requires cross-sectoral coordination within multiple government agencies, including forestry and environmental authorities, land management authorities, finance ministries, and sub-national government agencies, all of whom may have responsibility on some aspects of the process. Securing collaboration with this often disparate range of institutions with entrenched vested interests and ways of doing business is a huge challenge in many countries. South Sudan can avoid this by securing buy-in for the REDD+ process and collaboration in this early stage of development of key national policies.

4 Summary of findings, conclusions and recommendations

4.1 Summary of findings

49. With a forest cover at 207,422 km² or about 33% of the total land area, south Sudan is among the top eleven most forested countries in Africa. Although commercial plantations are negligible accounting for about 0.1% of the total forested area, the country's favourable climate and soils, and a low population density provides potential for extending plantations considerably.

50. Reducing Emissions from Deforestation and Forest Degradation (REDD+) creates financial value for enhancing the carbon stored in forests, offering positive incentives for developing countries to reduce emissions from forested lands and invest in low carbon paths to sustainable development with developed countries' adequate and predictable support. REDD+ creates a results-based payments (RBP) to be derived from verified carbon emission reductions or removals with guarantees for permanence, additionality and displacement.

51. In order to qualify, a country needs to ratify the UNFCCC and formulate a REDD+ program using the guidelines provided by the UNFCCC Conference of Parties processes; the key steps are: formulation of a National Strategy and/or Action Plan, including considerations for the Cancun Safety Guidelines; Creating additional Benefits from the better forest management processes, establishing country forest emission reference levels or country forest emission levels and establishing a national forest monitoring system with systems for measuring, reporting and verification.

52. The process needs to be highly participatory. REDD+ requires extensive consultation among interested stakeholders such as government agencies, civil society, private sector, Indigenous Peoples, and development partners and the REDD+ strategy needs to be mainstreamed within the broader national development strategies.

53. Using the capacity needs assessment developed in 2012 for the UN-REDD and the World Bank Forest Carbon Partnership Facility, the assessment finds that:

- There is high political buy-in and enthusiasm for country engagement in the UNREDD+ processes; given that the country is in the early stages of developing key national policies, this high level support can be used mainstream REDD+ policies within the broader national development strategies.
- Despite the political willingness to start a REDD+ process, there are serious policy and institutional gaps that hinder the uptake of an effective, participatory process:
 - While an advanced Forestry policy is in place, and is very strong on REDD+ processes, it is still a draft, and will need to be operationalized at the national level and then rolled out to the states, which are waiting for the approval in order to formulate their own (State level) policies.
 - While a Land Act (2009) is in place and seems to guarantee land tenure, the policy itself is still in draft form; customary land tenure, one of the recognized land tenure systems under the Transitional Constitution (2011) and the Land Act does not guarantee land access/ownership for women.
 - The country has made great advances in establishing institutions of natural resources management, and many Ministries that would have relevance to forest management and REDD+ are established. However, these institutions are still at nascent stage and face serious technical, financial and operational capacity difficulties, both at the national and State levels;

- Since December 2013, the country and its development partners have changed focus from development support to Humanitarian/emergency support; the civil society seems to have followed suit, responding to the very urgent needs under the prevailing conditions. Unfortunately, this means that the development partners and the civil society have limited capacity to partner the government in the REDD+ process. This is a serious dent since they are just as necessary as government if the REDD+ process is to be effective.
- Currently, there is a very limited private sector, making the stakeholder situation very dire indeed.
- These capacity gaps in all the relevant partner institutions required for REDD+ process would make it very difficult to have a successful REDD+ process going at the national level, beyond mainstreaming REDD+ friendly policies in the emerging policy framework.

4.2 Recommendations

54. The most urgent recommendation is for the country to switch back to a development rather than Humanitarian mode of operation, since this would lead to the same change in development partners and the civil society. The government signed an IGAD-brokered peace agreement in September 2015, creating the baseline condition for the change. It is hoped that the peace agreement holds, noting early contentions from one party on account of the creation of 18 additional states, which the party, with confirmation from IGAD, regards as a contravention of the stipulations of the peace agreement.

55. The somewhat depleted REDD+ National Task Force should continue with the important task of mainstreaming REDD+ issues into the relevant sector policies. This will become easier with the operationalization of the draft Forestry Policy and the formation of the National Forestry Commission. It needs support to continue to recruit a wide range of stakeholder representatives, under the prevailing difficult conditions when a great more deal of attention is being paid to humanitarian aid than development.

56. When regular donor funding becomes available in the country again, together with regular development programs managed by development and policy advisors, the government needs assistance in addressing chronic capacity, financial and operational gaps; in particular establishing and empowering necessary governance bodies at all levels, and developing mechanisms for control and enforcement of rights. Donors can assist the government by supporting the enactment of draft policies and bills; clarification of rights to land held by government at all levels, communities and individuals; capacity development of the South Sudan Land and Forest Commissions to make informed decisions about coordinating natural resource use among public and private entities and communities; and increased transparency of and reduced conflict over the allocation of resources to private sector investors and over the revenues generated by the extraction and use of the natural resources.

57. As reiterated by the Sudd policy assessment study (2015), the government especially needs to be assisted by: helping to develop a Community Land Act that would establish guiding principles and a legal framework for the governance of community lands by traditional and formal governing institutions; clarifying roles and responsibilities of traditional institutions and the newly mandated local land institutions such as the County Land Authorities and district-level Payam Land Councils over the governance of community lands; ensuring that women participate in the decision-making process and increasing women's representation within land administration institutions; sensitizing government, customary institutions and communities to the importance of women's access, control, inheritance and ownership to land; and coordinating implementation efforts to ensure regional coverage, documentation of best practices, and providing comparative knowledge about the process of integrating customary rights into formal law.

58. It is advisable that when the capacity in most stakeholders has picked up, the government, in partnership with the relevant players, select one or two States to pilot REDD+.

59. The civil society groups will also need a great deal of support to build professional and credible body of institutions that will facilitate community participation in the various steps of REDD+.

5 Annexes

5.1 Annex 1 – Terms of References

5.2 Annex 2: Report of stakeholder mapping and capacity assessment Phase I - 2013