



**Reconstituted Joint Monitoring and Evaluation Commission
(RJMEC)**

REPORT BY

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**ON THE STATUS OF IMPLEMENTATION OF THE REVITALISED
AGREEMENT ON THE RESOLUTION OF THE CONFLICT IN THE
REPUBLIC OF SOUTH SUDAN**

FOR THE PERIOD

1st July to 30th September 2019

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Table of Contents

List of Acronyms	i
Executive Summary	ii
I. Introduction	1
II. Prevailing Political, Security, Humanitarian and Economic Situation	2
III. Status of Implementation of the R-ARCSS Pre-Transitional Activities.....	3
IV. Update on the Agreement Institutions and Implementation Mechanisms.....	6
Mechanisms for Security Arrangements	7
V. Engagements of the Reconstituted Joint Monitoring and Evaluation Commission.....	8
VI. Observations and Recommendations.....	10
VII. Conclusion.....	11
Annex A: Updated Status of Implementation of Agreed Pre-Transitional Tasks as of 30 th September 2019	13

List of Acronyms

<i>AJMCCs</i>	<i>Area Joint Military Ceasefire Committees</i>
<i>CTSAMVM</i>	<i>Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism</i>
<i>DDR</i>	<i>Disarmament Demobilization and Reintegration</i>
<i>FDs</i>	<i>Former Detainees</i>
<i>IBC</i>	<i>Independent Boundaries Commission</i>
<i>IGAD</i>	<i>Intergovernmental Authority on Development</i>
<i>IDPs</i>	<i>Internally Displaced Persons</i>
<i>JDB</i>	<i>Joint Defense Board</i>
<i>JMCC</i>	<i>Joint Military Ceasefire Commission</i>
<i>JTSC</i>	<i>Joint Transitional Security Committee</i>
<i>NCAC</i>	<i>National Constitutional Amendment Committee</i>
<i>NFBS</i>	<i>National Fire Brigade Service</i>
<i>NPTC</i>	<i>National Pre-Transitional Committee</i>
<i>NUFs</i>	<i>Necessary Unified Forces</i>
<i>OCHA</i>	<i>UN Office for the Coordination of Humanitarian Affairs</i>
<i>OPP</i>	<i>Other Political Parties</i>
<i>R-ARCSS</i>	<i>Revitalised Agreement on the Resolution of Conflict in the Republic of South Sudan</i>
<i>RJMEC</i>	<i>Reconstituted Joint Monitoring and Evaluation Commission</i>
<i>R-TGoNU</i>	<i>Revitalized Transitional Government of National Unity</i>
<i>SDSRB</i>	<i>Strategic Defence and Security Review Board</i>
<i>SGBV</i>	<i>Sexual and Gender Based Violence</i>
<i>SPLM</i>	<i>Sudan People's Liberation Movement</i>
<i>SPLM-IO</i>	<i>Sudan People's Liberation Movement in Opposition</i>
<i>SSOA</i>	<i>South Sudan Opposition Alliance</i>
<i>SSPDF</i>	<i>South Sudan Peoples' Defence Forces</i>
<i>TBC</i>	<i>Technical Boundary Committee</i>
<i>TCRSS</i>	<i>Transitional Constitution of the Republic of South Sudan</i>
<i>TGoNU</i>	<i>Transitional Government of National Unity</i>
<i>TNL</i>	<i>Transitional National Legislature</i>
<i>TNLA</i>	<i>Transitional National Legislative Assembly</i>
<i>UN</i>	<i>United Nations</i>
<i>UNDP</i>	<i>United Nations Development Program</i>
<i>UNSC</i>	<i>United Nations Security Council</i>

Executive Summary

This Report of the Reconstituted Joint Monitoring and Evaluation Commission (RJMEC) on the status of implementation of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) covers the period from 1st July to 30th September 2019. It highlights the prevailing political, security, humanitarian, and economic situation in the country and outlines the progress or lack thereof being made by the Parties and the Agreement institutions and mechanisms as they seek to implement their mandate during the extended Pre-Transitional Period ending on 12th November. In addition, it details the engagement of the RJMEC leadership with the Parties, stakeholders and adherents, and guarantors of the R-ARCSS, the international community, and other actors. Finally, it makes some key observations and offers recommendations for remedial action to ensure effective implementation of the Agreement.

The highlight of political developments during the quarter was the meeting in Juba between President Salva Kiir and Dr. Riek Machar the Chairman of the Sudan People's Liberation Movement/Army - In Opposition (SPLM/A-IO). At the same time, the security situation in the Republic of South Sudan continues to be stable as the Permanent Ceasefire continue to hold. Isolated incidents of clashes were attributed to troops loyal to a non-signatory to the Agreement General Thomas Cirillo and government and SPLM/A-IO forces. Importantly, during the three-month reporting period, there were no new reports of Sexual and Gender Based Violence (SGBV).

Aid agencies were able to successfully provide humanitarian assistance without hindrances. The number of displaced persons in camps within South Sudan and those in neighbouring countries of Sudan, Kenya, Ethiopia, Uganda and the Democratic Republic of Congo reduced to 3.8 million. The decline comes as more than half a million refugees and IDPs are estimated to have returned to their homes since the signing of the RARCSS. The increasing pace of voluntary returns is attributable to the generally improved security situation.

During the reporting period, the Disarmament Demobilization and Reintegration (DDR) Commission was finally reconstituted. Also, twenty-three out of twenty-five cantonment sites of the Opposition were opened along with three barracks occupied by the SSPDF and had begun registration. However, other key tasks remained uncompleted including determining the number of states of South Sudan, their boundaries, and the restructuring of the Council of States, training and deployment of the Necessary Unified Forces, others being the enactment of the Constitutional Amendment Bill and the other laws previously reviewed by the NCAC. These are all considered very critical to laying the foundation for the formation of the RTGoNU on 12th November 2019. Overall, of the 63 activities expected to be carried out during the Pre-Transitional Period, 31 had been completed while 22 were considered ongoing and 10 yet to commence.

In view of the unfinished Pre-Transitional tasks, the Parties at the invitation of the IGAD Council of Ministers held a meeting in Addis in an attempt at resolving these issues. The Council urged the Parties to continue to dialogue and consult on the number and boundaries of states with a view to finding a common solution, and to report the same to the next Ordinary Summit of the IGAD Heads of State and Government. It also resolved that the IGAD Heads of State and government should convene face-to-face meetings of the top leadership of the Parties to discuss and resolve outstanding issues, prevail on President Salva Kiir to disburse the outstanding balance of the US \$100 million committed by the

government, and canton and barrack at least 50 percent of the Necessary Unified Forces by end-September 2019. However, the Parties failed to meet to September 30th deadline and are yet to discuss the issue of the states. No further resources were reportedly made available to the security mechanisms from the US \$100 million.

Concerning the security mechanisms, during the period under review, the *Joint Military Ceasefire Commission (JMCC)* verified the 25 cantonment sites for the opposition forces and the 10 barracks for the SSPDF and started registration. At the same time, the *Joint Transitional Security Committee (JTSC)* assessed 18 centres for the training of the Necessary Unified Forces and finalised the syllabus to be used for the training component. For its part, the *Strategic Defence and Security Review Board (SDSRB)* successfully completed engagement with refugees in the neighbouring countries and held a focused group discussion with the senior leadership of the various security sector institutions. The meetings were aimed at soliciting their views on the security sector challenges and a possible way forward. Finally, in July the *Ceasefire Transitional Security Arrangement Monitoring and Verification Mechanism (CTSAMVM)* witnessed the release of 32 child soldiers aged between 13 and 17 who had served with the SPLM/A-IO from 2016. CTSAMVM also assisted the JMCC in verifying the various cantonment sites.

During the period under review, the RJMEC continued to effectively engage the parties and stakeholders on the slow pace of implementation of the Pre-transitional tasks and urging them to expedite and complete all the pending tasks. The RJMEC leadership held three rounds of monthly consultations with the Parties to the Agreement, the Stakeholders and the Regional guarantors and diplomatic community. RJMEC also continued its contribution to the wide dissemination of the R-ARCSS. A variety of communications products were released during the latest reporting period, namely: printed summaries of the Peace Agreement in Dinka, Nuer, Bari, Zande and Collo (Shilluk). Using the logistics of UNMISS and CTSAMVM, tens of thousands of copies of the summaries of the Peace Agreements have been transported to different parts of South Sudan.

With very little time remaining to the expected formation of the RTGoNU by 12th November, the slow pace of screening and training the Necessary Unified Forces is of uttermost concern. Another setback has been the inability of the Parties to resolve the issue of the number of States and boundaries. Without the resolution of all the outstanding issues, and completion of the critical pending tasks, the formation of the RTGoNU will be difficult, and may negatively affect the implementation of the Agreement. The full implementation of the Pre-Transitional tasks was intended to lay a firm foundation for the effective implementation of the Agreement and for the Parties to demonstrate their commitment to implement the Agreement in letter and spirit. The tasks were also informed by the bitter experiences of forming a government without the legal and security foundation during the 2015 peace Agreement and the desire to avoid a repeat of the violence that erupted in July 2016.

The work of the DDR Commission will be critical to the success of the overall cantonment process since it can offer meaningful alternatives to the former combatants. In order to move forward with the nearly stalled cantonment process, additional resources must be availed to the security mechanisms including the provision of adequate food, water and medical supplies for the cantonment sites. Ultimately the Parties to the Agreement will need to collectively decide on the best course of action in order to consolidate the gains already made and to set the country on an irreversible path to sustainable peace.

I. Introduction

1. This Report is prepared pursuant to Chapter VII, Article 7.9 of the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) and covers the period 1st July to 30th September 2019. During the third quarter of 2019, the Parties to the Agreement met in Addis Ababa, Ethiopia and agreed to focus on resolving the issue of the number of states and their boundaries; and to speed up the cantonment and training of the Necessary Unified Forces. These two crucial activities were viewed as essential in paving the way for the successful formation of the Revitalised Transitional Government of National Unity (RTGoNU).
2. Notwithstanding the commitment of the Parties to resolve the issue of the number of states of South Sudan, their boundaries, and the restructuring of the Council of States; the third quarter ended without any resolution. In addition, the critical tasks of the screening, training and redeployment of Necessary Unified Forces (NUFs) has not started. Although constrained by a continued lack of resources, the security mechanisms were able to begin the registration within the cantonments, which offered hope for the screening and eventual training and redeployment of the Necessary Unified Forces (NUFs); a key requirement in the lead up to the formation of the RTGoNU. In addition, the Disarmament Demobilization and Reintegration (DDR) Commission was finally reconstituted. The above tasks formed part of the sixty-three (63) activities outlined in the R-ARCSS, which were to be implemented during the Pre-Transitional Period, and in the lead up to the formation of the RTGoNU on 12th November 2019. Of the 63 activities, 31 are considered completed, 22 are ongoing and 10 are still pending.
3. During the reporting period, the general political and security situation remained relatively stable and the Permanent Ceasefire continued to hold throughout South Sudan. This is a situation that has been maintained since the signing of the R-ARCSS on 12th September 2018. However, in a few areas of the country namely the Yei River area there were reported clashes between a non-signatory group allied to General Thomas Cirillo of the National Salvation Front (NAS) and those of the South Sudan Peoples' Defence Forces (SSPDF) and the Sudan Peoples' Liberation Army - In Opposition (SPLA-IO). Incidents of cattle rustling, which occurred consistently during the previous quarter have noticeably subsided.
4. The improved security situation in the country has contributed to the voluntary return of over 530,000 of the estimated 4.1 million Internally Displaced Persons (IDPs) and refugees to their homes, since the signing of the R-ARCSS. At the same time, there has been a general improvement in the humanitarian situation including unhindered access by various aid agencies. At the same time, the continuing improvement in the security situation and the respecting of the Permanent Ceasefire has resulted in increased food production in some regions of the country impacted by the returnees.

5. Section II of the Report which follows highlights the prevailing political, security, humanitarian and economic situation in the Republic of South Sudan. Section III focuses on the status of implementation of the Pre-Transitional tasks while Section IV offers updates on the activities of the Agreement institutions and implementation mechanisms, and Section V highlights RJMEC's engagements in enhancing its mandate of monitoring and evaluation. Finally, Section VI presents observations and recommendations, all of which are augmented by a detailed list and update of the activities pursued since the signing of the R-ARCSS, in Annex A.

II. Prevailing Political, Security, Humanitarian and Economic Situation

6. The long-anticipated visit of the leader of the SPLM/A-IO Dr Riek Machar to Juba to meet with President Salva Kiir highlighted political developments during the reporting period. The two leaders met on the invitation of the President on 9th and 11th September and discussed ways in which to advance implementation of the Pre-Transitional activities. The discussions were generally held in a cordial atmosphere and signalled a positive development in the relationship between the two leaders as well as between the two largest Parties within the Agreement. Although there were no major breakthroughs, particularly on the issue of the determination of the number of states, the visit was generally well received by the public and provided an added impetus to the implementation of the Peace Agreement.
7. The ***Security Situation*** in the country is highlighted by the continued sustaining of the Permanent Ceasefire. The trend observed in previous periods with all the Parties respecting the signed agreement continued throughout this quarter. Notwithstanding this positive development there were sporadic clashes, mainly in July and confined to the Yei River area, between forces loyal to General Thomas Cirillo of the National Salvation Front (NAS) and those of the South Sudanese Peoples' Defence Forces (SSPDF) and the Sudan Peoples' Liberation Army - In Opposition (SPLA-IO). The clashes contributed to some civilian displacements. More importantly, the continuing stability has been attributed as the main reason for the increasing numbers of voluntary returns of the IDPs and refugees to their homes.
8. With regards to the ***Humanitarian Situation*** data from the Integrated Food Security Phase Classification (IPC)¹ released during September and reported by the UN Office for the Coordination of Humanitarian Affairs (OCHA)² estimates that 6.35 million people in South Sudan "do not know where their next meal will come from." This represents more than half of the population who are considered seriously food insecure, which is a modest

¹ The IPC is a multi-agency initiative globally led by 12 partners: Action Against Hunger, CARE International, CILSS, FEWS, FAO, the Global Food Security Cluster (GFSC), IGAD, Joint Research Centre of the European Commission, OXFAM, Save the Children, SICA, UNICEF, and WFP. South Sudanese Government entities, NGOs, and the UN are involved in the collection of data and analysis in South Sudan.

² South Sudan Situation Report, 16 September 2019.

improvement over the previous quarter³. Residents of the Greater Upper Nile region are the most food insecure, followed by the Greater Bahr el Ghazal region, while those in catastrophe are in Yirol East of the former Lakes state. The humanitarian agencies estimate that they will require urgent attention in order to remedy the situation. The OCHA report also points to the fact that the situation is slowly improving on account of the peace that has returned to the country since the signing of the R-ARCSS. This has enabled the voluntary return of farmers, increased supplies of food in the market and improved livelihoods.

9. With respect to the number of displaced persons, data from (OCHA) showed that there were approximately four million people or roughly the same level with that cited at the end of the second quarter of 2019. However, new research showed that the number of IDPs dropped to 1.5 million from the estimated 1.9 million at the end of June 2019. At the same time, there was an estimated 2.33 million refugees living in the neighbouring countries of Kenya, Uganda, Ethiopia, Democratic Republic of Congo, and Sudan.
10. Chapter III of the R-ARCSS in *Article 3.1.1.2* reiterates “*The right of Refugees and Internally Displaced Persons to return in safety and dignity and to be afforded physical, legal and psychological protection.*” The return of the IDP’s has been largely voluntary with UNMISS assisting in some instances with transportation. However, the United Nations High Commission for Refugees (UNHCR) has indicated that the current conditions, while improving, were not yet conducive for large scale, durable, safe and dignified returns of the IDPs.
11. Concerning *the Economy*, the continuing improvement in the security situation and the respecting of the Permanent Ceasefire has resulted in increased food production in some regions of the country as farmers return to their land. While this is still on a relatively small scale a continuation of this trend can ultimately have some impact on reducing food prices. During the period under review, world oil prices remained relatively stable, although at a lower level to the previous quarter, and oil production increased to an average of 170 000 barrels/day. This would have positively impacted the government’s oil revenues. However, the country continues to feel the impact of earlier disruptions in the economy. For the most part, the government still accrue public service payment arrears, inflation remains elevated, and the exchange rate continues to come under pressure.

III. Status of Implementation of the R-ARCSS Pre-Transitional Activities

12. The end of the quarter under review marked a remaining period of just six weeks to the end of the extended six months Pre-Transitional Period. Of the 63 activities expected to be carried out during the Pre-Transitional Period, 31 had been completed while 22 were considered ongoing and 10 yet to commence. A detailed analysis of all the activities is provided in Annex A of this Report. Of the pending tasks, RJMEC assesses that the key ones, which if not implemented, could adversely impact the formation of the RTGoNU

³ During the last quarter it was estimated that 7.1 million South Sudanese were seriously food insecure.

relates to: (i) determining the number of states of South Sudan, their boundaries, and the restructuring of the Council of States; (ii) training and deployment of the Necessary Unified Forces (NUF) including the VIP Protection force; (iii) submission of Transitional National Legislative Assembly (TNLA) representatives' nominees to the National Constitutional Amendment Committee (NCAC); and (iv) enactment of the Constitutional Amendment Bill and the other laws previously reviewed by the NCAC⁴. There are a further 7 activities that were expected to be completed during the Pre-Transitional period, and which are detailed in Box 1 below.

Box 1. Summary of Pending Pre-Transitional Tasks as at end-September 2019		
No.	Articles	Activities
1.	1.12.1	Allocation of Ministries. The Parties are to agree on the allocation of the Ministerial and Deputy Ministerial portfolios during the Pre-Transitional Period
2.	1.18.1.4	Submission of TNLA representatives' nominees to NCAC. The NCAC is mandated to receive a list of nominees of respective parties for appointment to the reconstituted TNLA during Pre-Transitional Period
3.	1.18.7	Ratification of the Constitutional Amendment Bill by the TNLA within 30 days upon receipt from MoJCA
4.	1.18.8	The President shall assent to the amendments no later than the end of the Pre-Transitional period
5.	2.2.1	Completion of training and redeployment of the necessary unified forces within 8 months
6.	2.2.9	Commencement of joint training of the necessary unified forces of the military, police and other security services
7.	2.2.10	Redeployment of the unified forces
8.	2.5.3	SDSR Board completes a Strategic Security Assessment
9.	2.5.4	SDSR Board complete stage 1-3 of its work including security assessment, develops security policy framework and conducts analysis of operational capabilities of the national army and security forces.
10.	7.3	IGAD to appoint a Chairperson for the RJMEC

⁴ The Security laws reviewed by the NCAC is intended to establish the legal framework for the security sector reform during the Pre-Transitional and Transitional periods. It focused on the SPLA Act (2009), Police Service Act (2009), Prisons Service Act (2011), National Security Service Act (2014), and the Wildlife Service Act (2011). The Fire Brigade Act (2019) was newly drafted by the NCAC.

13. Acting on an RJMEC recommendation, the IGAD Council of Ministers (CoM) convened a meeting of the Parties on 21st August under the Chairmanship of H.E Gedu Andargachew Minister of Foreign Affairs of the Republic of Ethiopia and its Chairperson.⁵ The meeting focused on addressing the issue of the determination of the number of states and other pertinent issues related to the status of implementation of the R-ARCSS, with a view to resolving this issue. Consequently, at the Addis meeting, the IGAD Council of Ministers⁶ urged the Parties to continue dialoguing and consulting on the issue of the number and boundaries of states with a view to finding a common solution and to report the same to the next Ordinary Summit of the IGAD Heads of Government.
14. It was also recommended that this Ordinary Summit be held by mid-September. Other resolutions coming out of the meeting related to the: (i) IGAD Heads of State and Government convening face-to-face meetings of the top leadership of the Parties to discuss and resolve outstanding issues; (ii) engagement by the Heads of State with President Salva Kiir in order to secure disbursement of the outstanding US \$100 million committed by the government; (iii) cantonment and barracking of at least 50 percent of the Necessary Unified Forces by end-September 2019; and (iv) reconstituting of the DDR Commission by end-August 2019.
15. Following the Addis meeting, Chairman of the SPLM/A-IO Dr Riek Machar visited Juba on September 8th for face-to-face discussions with President Salva Kiir. The meetings provided an opportunity for the two leaders to discuss the outstanding issues related to the implementation of the R-ARCSS. Although no formal statement was issued following their discussions, it was generally agreed that the meeting was cordial and provided a much-needed boost to the peace process. However, the Parties failed to meet to discuss the issue of the states, notwithstanding that at the face-to-face meeting the two leaders agreed to set up a committee to urgently address the outstanding issue. Also, following the face to face meeting, President Salva Kiir formerly reconstituted the DDR Commission through a presidential decree number 123/2019.
16. After much delay, the cantonment process finally got underway during the third quarter. Among the key ongoing activities related to the Pre-Transitional period is that of the registration within the barracks and cantonment sites. During that time twenty-three out of twenty-five of the Opposition sites were opened along with three barracks occupied by the SSPDF, which began registration. At the same time, support was offered by China in the form of food, Egypt provided tents, medical supplies and uniforms, while the AU provided tents and other supplies. However, the process was hampered by insufficient funding, and lack of water, food and medicines at the sites. Meanwhile, CTSAMVM reports that 33 civilian centres remain occupied by the SSPDF forces and 4 were re-occupied by the SPLA-IO.

⁵ Also in attendance were representatives of the AUC, the UN, the European Union, the IGAD Partners Forum (IPF), the Troika (Norway, UK and USA), RJMEC and China.

⁶ See *Communique of the IGAD Council of Ministers on the Consultation Meeting of the Parties to the R-ARCSS, 21st August 2019.*

IV. Update on the Agreement Institutions and Implementation Mechanisms

17. Since the signing of the R-ARCSS several Agreement institutions aimed at carrying out specific tasks during the Pre-Transitional Period were set up. These include the National Pre-Transitional Committee (NPTC)⁷, the NCAC that was reconstituted, the Technical Boundary Committee (TBC) and the Independent Boundaries Commission (IBC). The last two completed their work in March and June 2019 respectively. In addition, several mechanisms for Transitional Security Arrangements were either established or reconstituted since the signing of the Agreement, consistent with *Article 2.4* of Chapter II of the R-ARCSS. These are the Joint Defense Board (JDB)⁸, Joint Transitional Security Committee (JTSC), Joint Military Ceasefire Commission (JMCC), Area Joint Military Ceasefire Committee (AJMCC), Ceasefire Transitional Security Arrangements Monitoring and Verification Mechanism (CTSAMVM), and Disarmament Demobilization and Reintegration (DDR) Commission.
18. The NCAC, completed the Fire Brigade Service Bill, 2019 and began reviewing the Public Finance Management and Accountability Act, 2011; National Audit Chamber Act 2011; and the South Sudan Anti-Corruption Commission Act 2009. It also re-submitted the Transitional Constitution of the Republic of South Sudan (Amendment) Bill No. 6, 2019, which incorporated the six months extension of the Pre-Transitional Period to the Minister. This followed an earlier completion and submission to the Minister of Justice and Constitutional Affairs of the national security laws last quarter. Going forward the NCAC is expected to receive and vet a list of nominees from the respective Parties relating to the appointments to the reconstituted TNLA. The NCAC, however, reported budgetary challenges including delayed disbursements from the NPTC, which has adversely impacted on their ability to continue with their work continuously⁹.

⁷ *Article 1.4.7.2* of the R-ARCSS allows for the NPTC to be engaged in oversight and coordination of the implementation of the activities of the Pre-Transitional Period. A key aspect of that responsibility is the sourcing of requisite funding for the security implementing mechanisms. During the reporting period, the NPTC made available another US \$4.5 million to the various mechanisms, bringing their monetary contribution to US \$6.5 million; part of the I-TGoNU US \$100 million support to the Pre-Transitional tasks.

⁸ The JDB is composed of the Chief of Defence Forces from all former warring South Sudanese armed factions namely: the SSPDF; SPLA-IO; and SSOA which is an alliance of the FDP, NAS (under Khalid Boutros), NDM, SSNMC/A, SSPM/A, SSLM/A, SSUM/A. It also comprises Chiefs of Staff and Directors General of National Security Service, Police and all other organized forces in order to exercise command and control over all organized forces during the Pre-Transitional Period.

⁹ The mandate of the NCAC is specified in *Article 1.18* of the R-ARCSS.

Mechanisms for Security Arrangements

19. During the period under review, the *Joint Military Ceasefire Commission (JMCC)*¹⁰ took the lead at the start of the cantonment process by verifying the 25 cantonment sites for the opposition forces and the 10 barracks for the SSPDF (See Box 2).¹¹ It also started registration in both the opposition sites and within the barracks, and at one point despatched teams to the cantonment sites to deliver emergency food. At the same time, the *Joint Transitional Security Committee (JTSC)*¹² assessed 18 centres for the training of the Necessary Unified Forces and finalised the syllabus to be used for the training component.

Box 2: Opposition Cantonment Sites and Barracks of the SSPDF			
Opposition Cantonment Sites	State	Barracks of SSPDF	State
Mirmir	Unity	Div 1 Renk	Unity
Dingding	Unity	Div 2 Malakal	Unity
Bong	Unity	Div 3 Wunyiik	Northern Bahr El Ghazal
Sue	Wes	Div 4 Bentiu	Unity
Pulturuk (Lankien Now)	Jonglei	Div 5 Wau	Western Bahr El Ghazal
Pieri	Jonglei	Div 6 Yambio	Wes
Mogok	Jonglei	Div 7 Torit	Eastern Equatoria
Dor (Fangak)	Jonglei	Div 8 Malualchaat	Jonglei
Gieni	Jonglei	Div 9 Juba	Central Equatoria
Kendila	Central Equatoria	Div 1 Ayod	Jonglei
Wunaliet	Central Equatoria		
Lobojo	Central Equatoria		
Ashwa	Eastern Equatoria		
Irube/Nyara	Eastern Equatoria		
Lowureng	Eastern Equatoria		
Dulu	Western Bahr El Ghazal		
Ngo Alimah	Western Bahr El Ghazal		
Pantiit	Northern Bar Gazal		
Torpuot	Unity		
Turow	Unity		
Amariyai (Io&Ssoa)	Unity		
Thuorgwang (Io&Ssoa)	Unity		
Keweji/ Lieng	Unity		

¹⁰ Reconstituted pursuant to Article 2.4.4.1 the overall objective of the JMCC is to ensure that the formation of the NUFs is in line with the spirit of the R-ARCSS, which promotes inclusivity, equitable representation and that strives to achieve a minimum of 35 percent representation of women in the security sector.

¹² The JTSC is mandated under Article 2.2.8 to set eligibility criteria for candidates willing to serve in the unified forces, as well as plan and execute the unification of all forces.

20. For its part, the *Strategic Defence and Security Review Board (SDSRB)*¹³ successfully completed an engagement with refugees in the neighbouring countries of Uganda, Kenya, Ethiopia and Sudan. It also similarly engaged IDPs in the Juba area. The SDSRB also held a focused group discussion with the senior leadership of the various security sector institutions. The meetings were aimed at soliciting their views on the security sector challenges and a possible way forward. The results of the consultation with this and other groups will be used in the preparation of the security assessment review. In that regard, two working groups namely the strategic security assessment working group and the security policy working group met in late September to begin the review of the security policies.
21. In July the *Ceasefire Transitional Security Arrangement Monitoring and Verification Mechanism (CTSAMVM)*¹⁴ witnessed the release of 32 child soldiers aged between 13 and 17 in Mir Mir who had served with the SPLMA-IO Division B from 2016. CTSAMVM also assisted the JMCC in verifying the various cantonment sites and observed the registration. In addition, it continued to focus on the verification of the Permanent Ceasefire, including the vacating of civilian buildings; and investigation of alleged violations of the R-ARCSS including Sexual and Gender Based Violence.
22. The twelve-member *Demobilization Disarmament and Reintegration (DDR) Commission* was established by Presidential Decree number 123/2019 in September. Lt. Gen. Ayuen Alier Jongroor of the I-TGoNU was appointed chairperson with Ms. Regina Joseph Kaba of the SPLM/A-IO as deputy chairperson. Other members of the Commission from the I-TGoNU are: Marial Chanuong Yol, Wilson Deng, Simon Wani Ramba, and Peter Panyang Daniel. The other members named are Hoth Guor Luok (SPLM-IO), Izz al-Din Bashar (SSOA), Sisco Lam Jiech (FDs) and Tong Achuil Tito (OPP). William Deng was named Executive Secretary and Wilson Lual as an expert, both coming from I-TGoNU¹⁵. The DDR commission, mandated by the R-ARCSS to be formed during the Pre-Transitional Period according to *Article 2.4.9*, is largely charged with the critical responsibility of managing the social and economic reintegration of ex-combatants into the civilian population.

V. Engagements of the Reconstituted Joint Monitoring and Evaluation Commission

23. During the period under review, the RJMEC continued to effectively engage the Parties and stakeholders on the slow pace of implementation of the Pre-Transitional tasks still outstanding. Consequently, the RJMEC leadership held three rounds of monthly consultations with the Parties to the Agreement, the Stakeholders and the Regional guarantors and diplomatic community. These consultative meetings are held prior to each monthly plenary meeting. Even though in the Parties consultative meeting, they had agreed

¹³ The SDSRB is mandated to develop policies that would guide the professionalization of all defence and security services in South Sudan.

¹⁴ Reconstituted pursuant to *Article 2.4.5* of Chapter II, CTSAMVM is an IGAD institution responsible for monitoring and verification of the Parties' compliance with and violations of the provisions of Chapter II.

¹⁵ William Deng Deng who was previously the Chair of the DDR declined this appointment and Wilson Lual Lual was named as his replacement in the position of Executive Secretary.

to convene a meeting on Monday 9th September in an effort to reach agreement on the number of states and their boundaries, the meeting did not materialise as planned. Discussions were also held with the leaders of the six parties that constitute the South Sudan Opposition Alliance (SSOA) and with the Deputy Chairman of the SPLM/A-IO Honourable Henry Odwar.

24. The RJMEC leadership met in Addis Ababa with the Chair of the IGAD Council of Ministers and in Juba with Dr. Stephen Kalonzo Musyoka, Kenya's Special Envoy to the Republic of South Sudan and Ms. Aya Chebbi, the African Union Special Envoy on Youth¹⁶ on the status of the implementation of the R-ARCSS. The Kenyan Special Envoy reiterated his government's position to assist South Sudan with material support for cantonment. Discussions were also held with British Minister of State for Africa and International Development Andrew Stephenson. He was brought up to speed on the monitoring and evaluation role of the RJMEC and given an update on the status of implementation. RJMEC expressed concern over the delays in the cantonment and training of the 83 000 Necessary Unified Forces. Other official engagements included visiting UN Commissioner on Human Rights Yasmin Sooka and the regional refugee coordinator for UNHCR Arnauld Akodjenou. Discussions with Commissioner Sooka revolved around the *Report of the Commission on Human Rights in South Sudan* and Chapter V of the R-ARCSS. At the same time, the regional coordinator briefed the RJMEC Leadership on the current status of South Sudanese refugees in the neighbouring countries.
25. RJMEC held its first high-level meeting of a joint working committee with the Ministry of Petroleum. At the request of the RJMEC Interim Chairman to the Minister of Petroleum, it was agreed that the joint committee be set up to discuss the implementation of Chapter IV of the R-ARCSS as it relates to the Ministry of Petroleum. The Ministry of Petroleum's Team is headed by Hon. Mayen Wol - Under-Secretary and includes Dr William Ayak, Angok Daniel, Simon Chuol, Oyitwok Liebo, and Wilson Wol. At the inaugural meeting, discussions focused on the current state of the oil industry, the start of the renegotiation of the Oil Agreement with Sudan (the current Agreement expires in December 2019), sale and purchase payment arrangements for oil, and the relevant articles in Chapter IV as they relate to the Ministry of Petroleum.
26. In this reporting period, the RJMEC continued its contribution to the wide dissemination of the R-ARCSS. A variety of communications products were released during this reporting period, namely: printed summaries of the Peace Agreement in Dinka, Nuer, Bari, Zande and Collo (Shilluk). Using the logistics of UNMISS and CTSAMVM, tens of thousands of copies of the summaries of the Peace Agreements have been transported to different parts of South Sudan. These were distributed to the local population through the office of the

¹⁶Special interests of the AU Envoy during consultations were on *youth* effective participation in peace processes (e.g. youth participation during the HLRF; youth affirmative action, including ministerial allocation; youth representation in the R-ARCSS institutions and mechanisms; Youth Enterprise Development Fund; youth participation in monitoring of the peace process; youth engagement in the dissemination of the R-ARCSS, etc.) and the AU *1 million by 2021 Initiative* Youth Project aimed at empowering one million young Africans through Education, Employment, Entrepreneurship and Engagement (4Es).

National Pre-Transitional Committee, as well as those of UNMISS and CTSAMVM. The public service announcements made previously in the year continued to be played on radio and shared with civil society organisations. There have also been regular coordination meetings held with key actors in the communication space including the NPTC, CTSAMVM, UNMISS, and representatives of civil society. In September 2019, RJMEC communications began the impact assessment phase of the communications campaign.

27. In addition to the RJMEC contributions to dissemination, there has been collaboration with various organisations to hold outreach workshops on the agreement, including with UNMISS, faith-based leaders and civil society actors. More specifically, there were: (i) a three-day orientation workshop on the R-ARCSS for Inter-Faith Leaders in Wau; (ii) three two-day orientation workshops in Torit, Yambio and Maridi respectively; (iii) two ‘neighbourhood advocacy for peace’ events; and (iv) a two-day peace forum for civil society, media, inter-faith groups, youth and women. In general, these workshops have focussed on providing an orientation on the contents of the R-ARCSS as well as giving the participants a platform to discuss ways in which they can engage in the peace process. During all RJMEC outreach activities, its communications office has invited members of local media (print and electronic) to provide coverage.

VI. Observations and Recommendations

28. With very little time remaining to the intended date for the formation of the RTGoNU, the slow pace of screening and training of the NUF is of serious concern. Another setback has been the inability of the Parties to discuss and resolve, as previously agreed, the issue of the number of States and their boundaries, and on the composition of the Council of States. It’s important to note that the full implementation of the Pre-Transitional tasks was intended to lay a firm foundation for the effective implementation of the Agreement and for the Parties to demonstrate their commitment to implement the Agreement in letter and spirit. The tasks were also informed by the bitter experiences of forming a government without the requisite legal and security foundation during the 2015 peace Agreement and the desire to avoid a repeat of the kind of violence that erupted in July 2016.
29. While some progress was made on vacating civilian centres, the fact that 37 are still occupied is a cause of concern. Reasonable progress has been made with respect to the decline in reported incidents of SGBV, with no new reports attributed to the armed forces. The Parties have exerted efforts to combat SGBV and in some cases arrests of the perpetrators have been made. Also of note is the marked decline of impediment access to the humanitarian actors. In fact, no such incidents were reported during the quarter and they have been able to operate throughout the country with the delivery of humanitarian assistance. Ultimately, the improved security environment has led to increased confidence among the civilian population, which has translated into greater numbers of voluntary returns to their homes, particularly from among the IDPs.

30. The reconstitution of the DDR Commission completed the setting up of all the security mechanisms under the R-ARCSS. Its work will be critical to the success of the overall cantonment process since it can offer meaningful alternatives to the former combatants. Although its establishment was long overdue, it still has the opportunity to favourably impact the cantonment process. The release of child soldiers by the SPLA-IO was also welcome news, as the former warring Parties attempt to distance themselves from the past conflict and set their sights on a lasting peace.
31. In order to move forward with the nearly stalled cantonment process, additional resources must be availed to the security mechanisms. In the past, where the mechanisms have received funding they demonstrated their ability to utilise it in moving the process forward. This was true for the first phase of the cantonment process where the mechanisms after receiving US \$6.5 million were able to initiate the process. By the same token without the requisite resources to forge ahead with the screening and training of the NUFs the entire process could unravel. This will necessarily involve the provision of adequate food, water and medical supplies for the cantonment sites.
32. When IGAD reverted to the Parties to find a solution in resolving the issue of the number of states and their boundaries, as well as the determination of the Council of States, it was because it was felt that going the way of a referendum would be too costly and a near impossible undertaking at this time. Failure to agree on the number of states could also adversely impact on the formation of the RTGoNU in view of *Article 1.16.2* which provides that “*At the beginning of the Transitional Period state and local government shall be reconstituted*”. This provision will be difficult to implement if there is no agreement on the number of states. Consequently, the leaderships of the Parties are urged to vigorously pursue a political solution during the remainder of the Pre-Transitional Period.
33. RJMEC reiterates its recommendation that political leaders need to adopt a unified and coordinated awareness campaign with respect to the promotion and dissemination of the R-ARCSS throughout the country. This will undoubtedly send a very strong message to the people of South Sudan that the Parties are indeed united in their joint pursuit of lasting peace in the country. In addition, there needs to be continued dialogue among the Parties in order to build on the twelve months of solid progress that has been witnessed.

VII. Conclusion

34. The critical issues of a determination on the number of states and requirement to train and redeploy the NUFs continue to be major concerns as the 12th November deadline for the formation of the R-TGoNU approaches. Given the time remaining, it is unlikely that the stated number of 83,000 NUFs will be trained and redeployed. This calls for continued political will and the availing of resources to address the two critical issues. It also calls for the Agreement Parties to meet at the highest political level in order to carefully discuss the best course of action going forward. Whatever options are agreed to by the Parties, the RJMEC insists that there must be a firm foundation upon which the RTGoNU be formed

and that mistakes made in the past, especially the existence of parallel forces under different commands, should never be repeated.

35. After a year of implementing the R-ARCSS, the Parties have shown a willingness to give peace a chance in South Sudan. They have worked admirably together in all the security implementation mechanisms, which has offered real hope to the citizens. This is clearly evidenced by the maintaining of the Permanent Ceasefire and the increasing willingness of the IDPs to return to their homes. Notwithstanding a lack of adequate resources, the Parties have worked hard to make progress in several key areas with the completion of 31 Pre-Transitional activities. In addition, the work of the NCAC in revising old laws and drafting new ones has been commendable. No doubt, these gains should be consolidated, and all efforts should encourage the Parties to complete all critical pending tasks and to lay a firm foundation in the pursuit of lasting peace, which can hopefully be irreversible.
36. RJMEC on its part shall continue to impartially monitor, evaluate and report as it vigorously carries out its oversight responsibilities with regards to the R-ARCSS, and make interventions when necessary. It will also continue providing regular reports and briefings to the incumbent TGoNU, the TNLA, the Chairperson of the IGAD Council of Ministers, the Chairperson of the African Union Commission, the Peace and Security Council of the AU, and to the Secretary-General and the United Nations Security Council.

**Annex A: Updated Status of Implementation of Agreed Pre-Transitional Tasks as of
30th September 2019**

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
1.	1.4.3.1	Dissemination of the signed R-ARCSS to South Sudanese people inside the country, in different cities and refugee camps in neighbouring countries, and in Diaspora.				<p>Significant steps have been made in this regard. The peace celebrations in Juba created good awareness of the Agreement.</p> <p>A number of institutions and agencies are doing dissemination, including NPTC, RJMEC, UNMISS, UNDP, Civil Society Organisations, etc.</p> <p>RJMEC alone has reprinted and distributed over 100,000 copies of the R-ARCSS in full and summarised versions. RJMEC has also developed summarised versions, translated in five local languages, and produced public service announcements airing on various radio stations.</p> <p>President Salva Kirr undertook a tour of one of the regions.</p> <p>NPTC has developed a strategy and conducted several outreaches in the states.</p>
2.		Nominations by Parties and Stakeholders of the representatives to the various R-ARCSS institutions and mechanisms and their reconstitutions/establishment.	√			All Parties and Stakeholders made their nominations to the various R-ARCSS institutions/mechanisms which has enabled their formation. This task was successfully completed.
3.	1.4.7	Appointment of the National Pre-Transitional Committee (NPTC)	√			NPTC was appointed on 25 th September 2018.
4.	1.4.7.3	Drawing of a roadmap for implementing the various pre-transitional tasks and budget	√			<p>NPTC developed a detailed work plan and a budget for the pre-transitional period.</p> <p>However, funding to the NPTC budget has been a major constraint.</p>
5.	1.4.7.4	NPTC submission of monthly written report to RJMEC	√			NPTC has been reporting monthly at RJMEC meetings.
6.	1.4.8	Establishment of a Fund for the implementation of the Pre-Transitional Period activities	√			The NPTC has established a Fund and appealed for support but resourcing this fund has been a huge challenge.

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
						<p>So far, only the Government and Japan have made direct contributions to the Fund.</p> <p>The AUC, China, Sudan and Egypt have extended in-kind support.</p>
7.	1.4.3.3	Initiate a process of national healing and reconciliation led by the parties, faith-based groups and civil society groups			√	<p>Some confidence building measures have taken place, including the Peace Celebration in Khartoum and Juba, Presidential tour to Malakal and Bahr El Ghazal.</p> <p>A recent face to face meetings between President Salva Kiir and Dr. Riek Machar was a welcome initiative in this direction.</p>
8.	1.15.1	Establishment of IBC to determine the number and boundaries of state and restructuring or composition of Council of States.	√			IBC was appointed on 20 th February 2019 and submitted a report on its work on 18 th June 2019.
9.	1.15.10 & 1.4.3.2	IBC to complete and present its recommendation to the IGAD Executive Secretary	√			<p>IBC concluded its work on 18th June 2019 and presented a report to the IGAD. However, its report was inconclusive on the issue of the number of states and boundaries and on the reconstitution/restructuring of the Council of States. The IBC recommended a political solution to the dispute.</p> <p>The issue has been deferred to the leadership of the Parties to resolve. The face to face meeting between President Kiir and Dr. Machar agreed to form a committee to resolve the matter. This committee is yet to meet.</p>
10.	1.15.18.1	Appointment of a Technical Boundary Committee (TBC)	√			The TBC was appointed on 9 th January 2019.
11.	1.15.18.5	TBC to complete its work and present its report to IGAD Mediation.	√			TBC successfully concluded its work and presented its report to the IGAD Mediation on 26 th March 2019 in Addis Ababa, Ethiopia.

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
12.	1.4.3.5 & 1.18.1.1	Draft and complete a constitutional Amendment Bill that incorporates the Revitalised ARCSS into the Transitional Constitution of the Republic of South Sudan (TCRSS, 2011) (as amended)	√			<p>The NCAC finalised the incorporation of the R-ARCSS into the TCRSS.</p> <p>The amendment Bill was handed over to the Minister of Justice and Constitutional Affairs.</p> <p>The Minister tabled the Bill to Cabinet which endorsed it and it was submitted to the TNLA, but it was later recalled and sent back to NCAC to incorporate the 6 months extension of Pre-Transitional Period.</p> <p>NCAC finalised the incorporation of the extension and resubmitted the Bill to the MoJCA. The Constitution Bill is before the TNLA pending its ratification.</p>
13.	1.18.7	Ratification of Constitutional Amendment Bill by TNLA within 30 days upon receipt from MoJCA		√		Constitutional Amendment Bill No. 9 of 2019 completed by NCAC and endorsed by Cabinet is before the TNLA pending its ratification.
14.	1.18.8	The President shall assent to the amendments no later than the end of the Pre-Transitional period		√		Amendment Bill is yet to be ratified by TNLA before signature by the President.
15.	1.18.1.2	Review and complete amendments to relevant national security legislation to bring their provisions into conformity with the R-ARCSS	√			NCAC has finalised review and amendment of five national security legislations ie. SPLA Act, NSS Act, Police Act, Prisons Act, Wildlife Act, and drafted the National Fire Brigade Services Bill which have all been submitted to the MoJCA.
16.	1.18.6	The Minister of Justice and Constitutional Affairs (MoJCA) to receive amendments as prepared by NCAC and present to Council of Ministers and TNLA within 7 days.			√	MoJCA has received all the amendment bills from the NCAC and presented some to the Cabinet and TNLA.
17.	1.4.11	The IGAD to reconstitute or establish the following institutions: The Joint Monitoring and Evaluation Commission (JMEC), National Constitutional Amendment Committee (NCAC) etc.	√			All Agreement mechanisms and institutions have been established or reconstituted.
18.	1.12.1	Allocation of Ministries. The Parties are to agree on the allocation of the Ministries and Deputy Ministerial		√		The Parties have not yet discussed or agreed on the

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
		portfolios during the Pre-Transitional Period.				allocation of the various ministerial portfolio.
19.	1.18.1.4	Submission of TNLA representatives' nominees to NCAC. The NCAC is mandated to receive a list of nominees of respective parties for appointment to the reconstituted TNLA during Pre-Transitional Period.		√		The Parties are yet to submit the list of their nominees to the reconstituted TNLA.
20.	2.1.1	Observation of the Permanent Ceasefire throughout the country.			√	<p>The Permanent Ceasefire is largely holding across the country as amongst the Parties.</p> <p>Incidents of clashes reported in and around Yei River areas are attributed to clashes between SSPDF and/or SPLA-IO with NAS forces of Gen. Cirillo, a non-signatory armed group not adhering to the R-ARCSS.</p> <p>CTSAMVM has also documented incidents of attacks on the parties to the Agreement by forces allied to SSUF led by Gen. Paul Malong.</p>
21.	2.1.3	Dissemination of the provisions of the Permanent Ceasefire to all forces, allies and affiliates under their command.	√			<p>Significant progress made in dissemination of the provision of the R-ARCSS to the forces by JDB and CTSAMVM.</p> <p>The Permanent Ceasefire continues to hold and compliance by forces to its provisions has increased significantly.</p>
22.	2.2.4, 2.4.3, 2.4.4, 2.4.5	The IGAD to reconstitute or establish the following Security institutions and mechanisms: Joint Defence Board (JDB), Joint Military Ceasefire Commission (JMCC), Joint Transitional Security Committee (JTSC) and the Strategic Defence and Security Review Board (SDSRB) and CTSAMVM	√			The IGAD Mediation has completed establishment and reconstitution of all security-related institutions and mechanisms.
23.	2.1.4	Forces of the warring parties and allied forces observe provisions of Permanent Ceasefire	√			Permanent Ceasefire largely holds amongst the Parties and their allied groups.
24.	2.1.5	Completion of disengagement and separation of forces by the Parties, withdrawal of allied troops and opening of humanitarian corridors			√	Some disengagements and withdrawal of forces have taken place but cannot be deemed complete until there is full cantonment of all forces.

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
						<p>Good progress has been made generally in this direction, but some work still remains to be done.</p> <p>Full separation of forces can only be achieved when all forces are cantoned.</p>
25.	2.1.6	Release of all prisoners of war and political detainees by all Parties under ICRC supervision.			√	Some prisoners of war and political detainees have been released but apparently not all. SPLM/A-IO insists that not all their PoWs and detainees have been released.
26.	2.1.7	All non-South Sudanese armed groups leave the country within the Pre-Transitional period.	√			There is no evidence of any unauthorised foreign armed forces currently in the country.
27.	2.1.8	Cease recruitment and training of new recruits.			√	<p>There are allegations of ongoing recruitment and training of forces by some of the Parties, apparently to raise the numbers of forces declared.</p> <p>No new report of recruitment but not fully stopped.</p>
28.	2.1.9	No revenge, vengeance or retribution and any kind of violation of the Permanent Ceasefire	√			CTSAMVM reports that the Permanent Ceasefire is holding and continues to be observed by all the Parties.
29.	2.1.10.1	Parties should refrain from actions that may impede or delay the provision of humanitarian assistance, or protection of civilians and restrict free movement of people			√	Generally, positive trend in improvement of delivery of humanitarian assistance but some incidents of impediments reported.
30.	2.1.10.2	Parties should refrain from acts and forms of sexual and gender-based violence, including sexual exploitation and harassments			√	Some progress has been made in addressing SGBV and the number of reported incidences has decreased.
31.	2.1.10.3	Parties should refrain from recruitment and/or use of child soldiers by armed forces or militias in contravention of international conventions			√	Some Parties have released child soldiers but certainly not all and attempts by CTSAMVM to verify the forces have been impeded by some Parties.
32.	2.1.10.4	Parties should refrain from offensive, provocative or retaliatory actions such as recruitment, mobilization, etc.			√	The Parties have largely observed this provision, but allegations of recruitment and potential

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
						mobilisation means it is incomplete.
33.	2.1.10.5	Parties should refrain from acts of hostility and intimidation against civilian populations, IDPs etc.			√	There has since been no reported attack against IDPs by the Parties to the R-ARCSS except incidents in and around Yei River area which is fermented a non-signatory armed group.
34.	2.1.10.7	Parties should adhere to the obligations outlined in the CoHA of 21 st December 2017.			√	Parties have largely adhered to this provision except for positive obligations towards IDPs and refugees which are yet to take shape and actions of NAS forces who signed CoHA but not adhering to R-ARCSS and are not represented in the PCTSA mechanisms.
35.	2.1.10.8	Free movement of citizens, commodities and services shall be guaranteed.			√	Some trade routes remain insecure and inaccessible; Existence of numerous roadblocks undermines this provision. No new deliberate impediments reported by Parties.
36.	2.1.10.9	Humanitarian corridors for relief shall be immediately re-opened.	√			All major humanitarian corridors into South Sudan have been opened.
37.	2.1.11	Workshop in Khartoum on a Permanent Ceasefire and Transitional Security Arrangements (PCTSA)	√			Workshop completed.
38.	2.2.1	Completion of training and redeployment of the necessary unified forces within 8 months		√		The Number of Necessary Unified Forces (NUF) agreed at 83,000 and VIP 12,000. Training of NUF has not yet begun. However, 2,000 trainers have been trained. IGAD Council's deadline for the training of at least 50% of the NUF by 30 th September 2019 has been missed.
39.	2.2.3	Implementation of tasks such as demilitarisation of civilians' centres, disarmament, cantonment of forces, screening of forces, etc.			√	Significant progress has been made, but the SSPDF still occupies 33 sites while SPLA-IO occupies 4 civilian sites. More needs to be done.

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
40.	2.2.2 & 2.2.3	Disengagement, separation and cantonment of forces			√	<p>All designated cantonment sites have been verified (i.e. 25 designated sites and 10 barracks).</p> <p>In total there are 25 cantonment sites for opposition forces and 10 barracks for government forces.</p> <p>So far, 24 cantonment sites are operational and 6 barracks undergoing registration.</p>
41.	2.2.5 -7	Formation of JTSC and commencement of its meetings	√			JTSC established and operation but its activities have been hampered by lack of funding.
42.	2.2.8	JTSC sets eligibility criteria for candidates willing to serve in the unified national army and security organs	√			JTSC has set some eligibility criteria but these have not been rolled out.
43.	2.2.9	Commencement of joint training of the Necessary Unified Forces (NUF) of the military, police and other security services		√		Only training of trainers has started with 1,500 already trained and more to follow. Therefore, NUF units have not been trained.
44.	2.2.10	Redeployment of the necessary unified forces		√		The NUF is yet to be trained and deployed.
45.	2.2.11	Selection of cantonment sites in accordance with agreed criteria	√			<p>Parties selected and agreed on 35 cantonments, 25 for opposition and 10 barracks.</p> <p>So far 33 cantonments sites and barracks for both SSPDF and Opposition forces have been verified.</p> <p>Forces have started cantonment, but it is not yet completed.</p>
46.	2.4.5	Reconstitution and restructuring of CTSAMVM	√			CTSAMVM has been fully reconstituted but its operation and effectiveness have been impeded by financial and logistical challenges.
47.	2.4.6	CTSAMVM performing monitoring, verification, compliance and reporting to IGAD and RJMEC on PCTSA implementation	√			<p>CTSAMVM is undertaking monitoring and verification as required but continues to face challenges due to lack of free access especially when it comes to force verification.</p> <p>Its overall operation and effectiveness have been impeded</p>

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
						by financial and logistical challenges.
48.	2.4.8	Reconstitution and convening of the CTSAMVM Board	√			CTSAMVM Board has been reconstituted.
49.	2.4.9	Reconstitution of the DDR Commission	√			DDR Commission has been reconstituted, with a new structure agreed and Commissioners appointed. However, it is yet to be operationalised and deployed.
50.	2.5.1	Reconstitution of the SDSR Board	√			SDSR Board is in place but its work hampered by financial challenges affecting its meeting of set targets.
51.	2.5.3	SDSR Board completes a Strategic Security Assessment		√		SDSR Board is still reviewing its previous security assessment.
52.	2.5.4	SDSR Board complete stage 1-3 of its work including security assessment, defence policy, develops security policy framework and conducts analysis of operational capabilities of the national army and security forces.		√		SDSR Board is seriously lagging behind due largely to financial and logistical constraints. However, the Board has conducted several focus group consultation meetings in South Sudan and in the region.
53.	3.1.1	Creation of an enabling political, administrative, operational and legal environment for the delivery of humanitarian assistance and protection.			√	Overall, an improved political and security environment for delivery of humanitarian assistance but a few legal and administrative requirement poses continuing to pose challenges either at national or state levels.
54.	3.1.1.1	Secure access to civilian population in need of emergency humanitarian assistance and protection			√	Civilians in all part of the country can now be accessed by humanitarian actors but access incidents remain in some cases.
55.	3.1.1.2	Guarantee right of refugees and IDPs to return in safety and dignity and to be afforded physical, legal and psychological protection			√	IDPs and refugees have the right to return by choice but there is limited legal and psychological support being extended to those in need.
56.	3.1.1.3	Respect rights of returnees in accordance with the Bill of Rights under the TCRSS 2011 as amended.			√	No reported incident of violation of rights of returnees but full enjoyment is subject to overall improvement in the economy and security throughout the country.
57.	3.1.1.4	Right of refugees and IDPs to citizenship and the establishment of mechanisms for registration and			√	Refugees and returnees are entitled to return, and some have started returning but no

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
		appropriate identification and/or documentation of affected population.				comprehensive mechanisms have yet been established for their registration and appropriate identification/documentation to aid returns.
58.	3.1.1.5	Exercise of right of returnees and IDPs to return to their places of origin and /or live in areas of their choice in safety and dignity.			√	Some areas in the country like around Yei River area remains inaccessible and the issue of dignity requires intervention for some vulnerable groups.
59.	7.1 & 7.2	Reconstitution of the JMEC	√			JMEC reconstituted on 19 th November 2018 with 43 members and chaired by an interim chairperson appointed by IGAD.
60.	7.3	IGAD to appoint a Chairperson for the RJMEC		√		IGAD Heads of State and Government are making consultation on the substantive Chairperson of the RJMEC to be appointed.
61.	7.9	RJMEC submits quarterly report on status of implementation of R-ARCSS	√			Four quarterly reports submitted to date.
62.	7.12	RJMEC holds monthly meetings and extra-ordinary meetings.	√			Nine (09) monthly meetings of RJMEC held so far and 01 extra-ordinary meeting.
63.	8.1	Ratification of the R-ARCSS by TNLA and leadership organs of the Parties	√			All Parties have ratified the R-ARCSS

Analysis

From the Implementation Matrix as provided by the R-ARCSS, a series of important tasks were required to be implemented during the Pre-Transitional Period which has since been extended from 8 to 14 months. The above table summarises RJMEC's assessment of sixty-three (63) key Pre-Transitional activities which are required to be implemented. For the purpose of RJMEC's assessment, the Pre-Transitional tasks were categorised into three broad categories and assessed to determine their current status of implementation i.e. complete, pending or ongoing.

- **Complete** tasks refer to the tasks accomplished as per the Agreement or continuing obligations which have been complied with to date;
- **Pending** tasks refer to tasks which remain outstanding or where no significant action has been taken towards its implementation; and

- **Ongoing** tasks refer to tasks where there have been some significant progress/steps taken towards its implementation, but which either remains incomplete or partially implemented.

Results: From the above table:

- 31 out of 63 tasks have been completed with various degree of success or continuing obligations which have been complied with to date;
- 10 tasks are still pending. These are tasks which are yet to be implemented and no significant steps have as yet been taken in this regard; and
- 22 tasks are ongoing. These are tasks where some positive steps have been taken towards implementation but still far from completion or achieving required targets.

Observations:

The tasks highlighted above vary in their importance in determining real progress in the peace process and their implementation or lack thereof have different implications when it comes to the formation of the RTGoNU, and for the effective implementation of the Agreement during the Transitional Period.

Majority of the Pre-Transitional tasks were under Chapter 1 (Governance) and Chapter 2 (Security Arrangements). There were some tasks under Chapter 3 on humanitarian affairs, a few tasks under Chapter 7 relating to RJMEC and one task under Chapter 8 on the ratification of the Agreement by the Parties.

Of all the Pre-Transitional tasks, the most consequential ones are the tasks relating to governance and security arrangements which are core to the Agreement implementation, and some are prerequisite to the formation of the RTGoNU.

Within the Governance Chapter, the key Pre-Transitional tasks were as follows:

- the need for wide dissemination of the Agreement;
- establishment of new institutions and mechanisms created by the Agreement and reconstitution of old ones;
- resolution of the issues of number and boundaries of states/composition and restructuring of the council of states;
- incorporation of the Agreement into the TCRSS;
- review and amendment of relevant laws;
- agreement on the allocation of ministerial portfolios; and
- nomination of parties' representatives to the TNLA.

Out of the above key governance tasks, only tasks associated with the establishment of new agreement institutions and reconstitution of existing ones have been completed. The dissemination of the Agreement is ongoing and can continue into the Transitional Period.

However, consequential tasks such the resolution of the issue of number and boundaries of states and the council of states, incorporation of Agreement into TCRSS, amendment of relevant laws, allocation of ministerial portfolios and nomination of representatives to the TNLA still remains outstanding. These tasks are very critical for the timely and smooth formation of the RTGoNU.

Within the Security Chapter, the key pre-transitional tasks were as follows:

- observation of the Permanent Ceasefire throughout the country;
- dissemination of provisions of the Permanent Ceasefire to all allied forces;
- establishment or reconstitution of relevant security mechanisms like JDB, JMCC, JTSC, SDSR, and CTSAMVM;
- disengagement of forces/withdrawals from theatre of operations;
- release of prisoners of wars and political detainees;
- withdrawal of authorised foreign forces;
- stopping the recruitment of child soldiers;
- Opening of humanitarian corridors and access;
- refraining from acts of sexual and gender-based violence;
- refraining from use of child soldiers;
- refraining from offensive/provocative actions;
- ceasing all hostilities and adhering to the CoHA
- demilitarisation of civilian centres;
- guaranteeing free movement of civilians and goods;
- cantonment of forces;
- training and deployment of necessary unified forces;
- reconstitution of the DDR Commission; and
- completion of SDSR work on framework for security sector reforms.

Some of the above tasks are ongoing obligations which span into the Transitional Period while others are also pre-requisites for the formation of the RTGoNU. In the former category, the key ongoing obligations which have been implemented and continues include;

the observance of the Permanent Ceasefire by the parties, dissemination of its provisions to allied forces; disengagement of forces, refraining from acts of SGBV/use of child soldiers or provocative actions, unification of all forces and security sector reforms. In this regard, the ongoing observance by parties of the Permanent Ceasefire is a very significant achievement and must be consolidated upon.

In the latter category, the critical security arrangements necessary for the smooth formation of the RTGoNU and effectively implementation of the Agreement includes the cantonment of all forces, training, and deployment of necessary unified forces, release of prisoners/detainees, demilitarisation of civilian centres, reconstitution of DDR Commission, opening humanitarian corridors and guaranteeing free movement of civilians. In this regard, some progress has been made in cantonment of forces, demilitarisation of civilian centres, release of prisoners/detainees, refraining from recruitment/use of child soldiers and reconstitution of DDR Commission.

However, the major outstanding critical security arrangements tasks include; completing cantonment of all forces, training and deployment of necessary unified forces and demilitarisation of civilian centres. These are pre-requisite to the formation of the RTGoNU. An effective transitional security arrangement is the bedrock upon which implementation of the Agreement will succeed. This is important to avoid past mistakes and the Parties at the HLRF were mindful of past mistakes and insisted that the RTGoNU should not be formed until the deployment of the necessary unified forces.

Challenges

The major constraints to the implementation of the Agreement by the parties, so far appear to be an acute lack of funding/resources. The recent progress made in the cantonment of forces was made possible with the funding and in-kind support provided by some partners. The government should explain why it has not been able to provide all the pledged funds and when its disbursement will be completed.

Other challenges include trust deficits, lack of effective leadership, lack of proper coordination and capacity gaps, and fall outs within some of the Parties to the Agreement like SSOA, which accounts for the delays in the implementation of critical pending tasks. The Parties should be tasked to demonstrate their full commitment to the implementation of the Agreement and show cause why delays and timelines continue to be missed with concrete proposals on how to address them.

There are also some challenges which are contextual and outside the Agreement but directly impact its implementation. These include the activities of the holdout groups/non-signatories and the delayed determination of the final status of the Dr. Riek Machar by IGAD summit. IGAD should take steps to urgently address the above issues and ensure uninterrupted implementation of the Agreement.

The above challenges, if not urgently and comprehensively addressed, risk delaying further the formation of the RTGoNU or even reversing some of the progress that has already been made.

Conclusion

In conclusion, therefore, significant progress has been made in the implementation of the R-ARCSS over the last thirteen months and every effort must be made to consolidate them. The overall security situation and humanitarian access have improved greatly across the country because of the Permanent Ceasefire. The South Sudanese citizens are very grateful for this progress and they are showing a growing sign of confidence in the peace process. Last week, the UNMISS reported that over 600,000 IDPs had left PoCs and returned home voluntarily. This is commendable indeed.

However, even though numerically, the number of pending tasks is fewer than the completed or ongoing tasks, they are very critical and consequential for the formation of the RTGoNU. The pending security and governance tasks especially were contentious from the beginning, including at the negotiations. Their full implementation or politically acceptable alternative arrangements amongst the Parties is therefore critical in demonstrating political will of the Parties and their commitment to the full implementation of the Agreement.

In RJMEC's opinion, the following pending tasks are critical and should be completed to aid the smooth formation of the RTGoNU and prior to the commencement of the Transitional Period, namely:

- enactment of the amended Constitution incorporating provisions of the R-ARCSS and relevant laws to give a firm legal basis for the formation of the RTGoNU;
- cantonment of all forces;
- training and deployment of the agreed minimum number of the NUFs;
- agreement on the number of states and boundaries and the composition and structure of the council of states for the transitional period;
- agreement on the allocation of the various ministerial portfolios; and
- submission by Parties of a list of the TNLA nominees to the NCAC.