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 October to 31st December 2022

Report No. 017

Reconstituted Joint Monitoring and Evaluation Commission
Plot 133, Block B-XV, Hai Motor First Class, Juba, South Sudan
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<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>AUC</td>
<td>African Union Commission</td>
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<td>AUPSC</td>
<td>African Union Peace and Security Council</td>
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<td>CoHA</td>
<td>Agreement on Cessation of Hostilities, Protection of Civilians and Humanitarian Access</td>
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<td>CTSAMVM</td>
<td>Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism</td>
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<td>DDR</td>
<td>Disarmament Demobilization and Reintegration</td>
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<td>IGAD</td>
<td>Intergovernmental Authority on Development</td>
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<td>IDPs</td>
<td>Internally Displaced Persons</td>
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<td>ITGoNU</td>
<td>Incumbent Transitional Government of National Unity</td>
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<td>JRC</td>
<td>Judicial Reform Committee</td>
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<td>MoJCA</td>
<td>Ministry of Justice and Constitutional Affairs</td>
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<td>NAS</td>
<td>National Salvation Front</td>
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<td>NCAC</td>
<td>National Constitutional Amendment Committee</td>
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<td>Other Political Parties</td>
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<td>Permanent Ceasefire and Transitional Security Arrangements</td>
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<td>R-ARCSS</td>
<td>Revitalised Agreement on the Resolution of Conflict in the Republic of South Sudan</td>
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<td>RJMEC</td>
<td>Reconstituted Joint Monitoring and Evaluation Commission</td>
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<td>Revitalized Transitional Government of National Unity</td>
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<td>SDSRB</td>
<td>Strategic Defence and Security Review Board</td>
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<td>SGBV</td>
<td>Sexual and Gender Based Violence</td>
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<td>Sudan Peoples’ Liberation Movement</td>
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<td>Sudan Peoples’ Liberation Movement in Opposition</td>
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<td>South Sudan Peoples’ Defence Forces</td>
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<td>South Sudan National Police Service</td>
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<td>TNL</td>
<td>Transitional National Legislature</td>
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<td>TNLA</td>
<td>Transitional National Legislative Assembly</td>
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Executive Summary

This report on the status of implementation of the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) has been prepared pursuant to article 7.9 of the R-ARCSS. The report covers the period from 1 October to 31 December 2022 and builds on the previous quarterly Reports Nos. 001/19 - 016/22. It provides a status update on implementation of the thematic chapters of the R-ARCSS during the reporting period and since the approval of a Roadmap extending the Transitional Period from end-February 2023 to end-February 2025, with elections to be held in December 2024.

During the quarter, the Transitional National Legislature (TNL) considered and passed the National Police Service Bill, the SSPDF Bill, the Wildlife Service Bill, the National Police Service Bill, the Political Parties Bill, and the Constitution-making Process Bill. In December 2022, H.E. President Salva Kiir assented to the following six bills into law: the Constitution-making Process Bill 2022, the Transitional Constitution of the Republic of South Sudan 2011 (Amendment) Bill No.11, 2022, the National Police Service Act, 2009 (Amendment) Bill 2022, the National Civil Defence Service Bill 2022, National Prisons Service Act, 2011 (Amendment) Bill 2022 and the National Wildlife Service Act 2011 (Amendment) Bill 2022.

The Permanent Ceasefire largely continued to hold, but was severely strained by violence mainly between Lt Gen Simon Gatwech and Lt Gen Johnson Olony’s Agwelek forces in Upper Nile State. Lt Gen Johnson Olony’s forces also attacked South Sudan Peoples’ Liberation Army – In Opposition (SPLA-IO) Cantonment Sites in Jonglei State. The situation deteriorated further as armed Nuer Youth, from Jonglei State clashed with the Agwelek forces, and later launched several attacks on Shulluk communities in Upper Nile, prompting a response from the Shulluk armed youth. Tension was also high in Maiwut County of Upper Nile due to alleged clashes between SSPDF forces commanded by Lt Gen Ochan and forces of the SPLA-IO Division 5.

Although cases of SGBV by uniformed forces have reduced since the instituting of the SSPDF District Court Martials in 2020, RJMEC continues to receive CTSAMVM reports of rape cases allegedly committed by some within the armed forces. However, the SSPDF has been convening both General and District Court Martials to conduct trials of soldiers who committed crimes against civilians including SGBV, murder, looting, harassment, etc, as well as cases of military indiscipline, resulting in the conviction of some 42 individuals.

The ongoing sub national and intercommunal conflict taking place in Upper Nile and Jonglei continues to deter humanitarian partners from delivering life-saving assistance to thousands in need and has forced partners to halt interventions and relocate staff to safer locations, while humanitarian facilities were vandalized and supplies looted. This all contributed to a worsening humanitarian situation with UNOCHA warning that an estimated 9.4 million people in South Sudan will need urgent life-saving assistance and protection in 2023, compared to 8.9 million in 2022. At the same time violence against humanitarian workers is on the rise with one worker killed in the quarter, bringing to 9 the number killed during 2022.

A key aspect of resources management outlined in Chapter 4 is aimed at enhancing transparency and accountability in the handling of the country’s resources, and reforms to achieve transparency and accountability in the public sector are ongoing. In that regard, the National Audit Chamber’s laws to guarantee its independence have been drafted and resources provided to enable it to carry out its functions without political interference. At the same time, the Audit Chamber is reviewing government financial statements for the period 2011 to 2014, which have been provided by the Ministry of Finance and Planning.
In this reporting period the Ministry of Justice and Constitutional Affairs (MoJCA) is in the process of drafting the Commission on Truth Reconciliation and Healing (CTRH) Bill and the Compensation and Reparation (CRA) Bill. The drafting of these Bills should be legally informed by public consultations undertaken with stakeholders as provided for by article 5.2.1.3 of the R-ARCSS and country study tours undertaken by the MoJCA in South Africa and The Gambia.

The RJMEC Chairperson addressed the IGAD Council of Ministers, the African Union Peace and Security Council (AUPSC), and the United Nations Security Council (UNSC) during the quarter with a focus on fast-tracking of the peace process in South Sudan. The engagement with the IGAD Council of Ministers took place on 30 November 2022 during its 48th Ordinary Session in Khartoum, the same day on which the AUPSC meeting was held, while the engagement with the UNSC took place on 13 December 2022, during which critical decisions were taken with a focus on facilitating progress in the peace process in accordance with the new RTGoNU Roadmap Towards Peaceful and Democratic Elections at the end of the Transitional Period (Roadmap).

Overall, the Revitalized Transitional Government of National Unity (RTGoNU) has continued to implement the Revitalized Agreement with its main priority on setting the stage for completing the tasks identified within the Roadmap. This included the passage of key pieces of legislation, particularly the Permanent Constitution Making Process Bill, and setting the basis for reorganising the security sector with the graduation of Phase I of the NUF. Importantly, as provided for under article 1.19 of the R-ARCSS, the parties to the R-ARCSS initiated the process and agreed on the number of Commissions and Institutions to be restructured and reconstituted at the national level. These include the all important National Constitutional Review Commission (NCRC) and the National Election Commission (NEC), two critical commissions needed to oversee the constitution making process and the elections respectively.

Of critical concern is also the increasing intercommunal conflicts which risk reversing the hard earned gains realised thus far with the implementation of the R-ARCSS. The fact that thousands of persons continue to be displaced and hundreds killed simply diminishes the value of the peace dividends. An important aspect of addressing this problem is with the redeployment of the NUF and a serious campaign of civilian disarmament. This task takes on an added urgency as the attention begins to be focused on preparations for next year’s elections.

With a clear focus on the remaining two years of the Transitional Period, and also to encourage adherence to the implementation of the benchmarks provided in the R-ARCSS, including schedules in the Roadmap, the report offers the following recommendations to the Agreement institutions and mechanisms, RTGoNU, TNLA, and IGAD.

**a. To the Parties to the Agreement and Relevant Stakeholders:**

- urge the Parties, and relevant Stakeholders to immediately submit lists of their nominees to the various Constitution making mechanisms to the Minister of Justice and Constitutional Affairs through his Taskforce for consideration and appointment by the RTGoNU; and
- appeal to all donor partners to fully support the permanent constitution making process, including resourcing the critical mechanisms, supporting civic education, capacity building of the NCRC secretariat, and facilitating participation of different disadvantaged groups in the Constitution making process.
b. To the RTGoNU:

- urge the RTGoNU Presidency to marshall the necessary political will and resources in support of Chapter 5 implementation including CTRH establishment, operationalisation and implementation of its mandate;
- consider the JRC request for extension of its working period for an additional six months and to avail all the necessary financial and political support to the JRC to enable it to expedite and conclude their tasks within the shortest time possible;
- fast-track consideration and endorsement of all the draft amendment bills submitted by the NCAC to the Minister of Justice and Constitutional Affairs, and in this regard, urges the Minister to immediately table these amendment bills before the Council of Ministers of the RTGoNU and to transmit the same to the reconstituted TNL for enactment;
- reconstitute the NCRC, its Secretariat and fast-track establishment of the other mechanisms like the Constitutional Drafting Committee (CDC) and the Preparatory Sub-Committee;
- immediately reconstitute all remaining commissions, including the NEC and establish the new ones; and
- avail sufficient funding in a timely and predictable manner to all implementation mechanisms and facilitate the national members of the CTSAMVM, JRC and NCAC.

c. To the TNLA:

- expedite the enactment of all the bills which have been presented by the RTGoNU to help lay the foundation for strengthening transparency and accountability in the country’s finances.

d. To IGAD:

- implement all decisions made at its 48th Ordinary Session of the IGAD Council of Ministers held in Khartoum on 30 November 2023 in support of the peace process in the Republic of South Sudan namely, undertaking a joint Ministerial solidarity visit to Juba, holding bi-annual extra-ordinary IGAD Council meeting on South Sudan, convening a meeting of Member States Chief of Defense Forces (CDFs) to assess urgent operational and logistical needs of CTSAMVM and to engage with AU and UN to mobilise additional resources for the peace process, including the establishment of the Special Reconstruction Fund and Board and the convening of the pledging conference;
- consider the convening a special Summit of the IGAD Heads of State and Government on South Sudan within the first quarter of 2023 in order to take stock of implementation of the R-ARCSS, evaluate the ongoing challenges and make recommendations towards a successful conclusion of the Transitional Period; and
- continue to engage the leadership of the RTGoNU and assist in mobilising the political support and goodwill necessary for full implementation of the R-ARCSS.
I. Introduction

1. This report on the status of implementation of the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) has been prepared pursuant to article 7.9 of the R-ARCSS. The report covers the period from 1 October to 31 December 2022 and builds on the previous quarterly Reports Nos. 001/19 - 016/22.\(^1\) It provides a status update on implementation of the thematic chapters of the R-ARCSS during the reporting period and since the approval of a Roadmap extending the Transitional Period from end-February 2023 to end-February 2025, with elections to be held in December 2024.\(^2\) It concludes with recommendations to the Revitalized Transitional Government of National Unity (RTGoNU), the Transitional National Legislature (TNL), the Partners and Stakeholders to R-ARCSS, and the Intergovernmental Authority on Development (IGAD), the guarantors to the Agreement.

2. During the quarter, H.E Salva Kiir Mayardit, President of the Republic of South Sudan assented to four bills including the Constitution-making Process Bill 2022, which initiated the process of framing a permanent constitution for South Sudan, a key requirement for the holding of elections. Some progress was also made towards completing Phase 1 of the unification process with the graduation of over 49 000 unified forces, who are expected to play a key role in maintaining security in the lead up to elections. However, the security situation was seriously undermined with repeated clashes in Upper Nile and the Greater Pibor Administrative Area related to intercommunal disputes around cattle raiding and abductions. At the same time the humanitarian situation in the country continued to worsen due to, among others, flooding, localised drought, humanitarian access constraints, and public health challenges.

3. Having identified the challenges facing the implementation of the R-ARCSS, and in an attempt to further improve the pace of implementation of the Agreement, the Interim RJMEC Chairperson regularly engaged RTGoNU, TNL, Agreement institutions and mechanisms and the other Parties to the Agreement, stakeholders and adherents. The leadership also engaged with the IGAD Council of Ministers, the African Union Peace and Security Council (AUPSC), and the United Nations Security Council (UNSC), during which the fast-tracking of the peace process in the Republic of South Sudan was made top of the agenda. Consequently, following the IGAD Council of Ministers (COM) meeting there were critical resolutions made concerning implementation of the R-ARCSS including the need to undertake a joint ministerial visit to Juba and hold a bi-annual Extraordinary IGAD Council of Ministers.

4. This report has four sections and is structured as follows. Section I, the introduction, provides an overview of the entire report and highlights the main issues addressed. This is followed by Section II, which provides an analysis of the status of implementation of the thematic chapters of the R-ARCSS to include, including governance, security, humanitarian affairs, economic affairs, and legal and constitutional affairs; as well as the activities of the RJMEC during the reporting period. Section III provides key observations that highlight concerns and focuses recommendations to the RTGoNU, the Agreement mechanisms and institutions, TNL, and the guarantors to the Agreement; and Section IV is the conclusion.

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\(^{1}\) [https://jmecsouthsudan.org/index.php/reports/rjmecc-secure]-quarterly-reports.

\(^{2}\) The Roadmap was agreed by the Parties to the Agreement on 4 August 2022, approved by the Council of Ministers on 5 August 2022, and consented to by the members of the Reconstituted Joint Monitoring and Evaluation Commission (RJMEC) on 2 September 2022.
II. Status of Implementation of the Transitional Tasks of the R-ARCSS

Chapter 1: Revitalised Transitional Government of National Unity

5. Changes were made in the executive of the RTGoNU at the national and state levels. At the national and state levels, on 16th November 2022, H.E. President Salva Kiir relieved Hon. Peter Mayen Majongdit, Minister for Humanitarian Affairs and Disaster Management (MHADM), a position that was allocated to the Other Political Parties (OPP) under the responsibility sharing arrangements as provided for under article 1.12.1 of the R-ARCSS. Pursuant to articles 1.13.1 and 1.13.2 of the R-ARCSS, a replacement minister is to be nominated by the OPP. At the end of the quarter, the position of the minister still remained vacant.

6. On the same day, H.E. President Salva Kiir Mayardit replaced Lt. General Aleu Anyieny, Governor of Warrap State with Hon. Manhiem Bol Malek. The new Governor was sworn-in on 18 November 2022 in a ceremony presided over by the President and administered by the Deputy Chief Justice. During the swearing-in ceremony, the President expressed his concerns regarding injustices in the State and directed that the new Governor ensures that the people of the State abide by the rule of law. Former Governor Aleu Anyieny was a nominee of the Incumbent Transitional Government of National Unity (ITGoNU), a party to the R-ARCSS.

7. Furthermore, the reconstituted Transitional National Legislature, comprising the reconstituted Transitional National Legislative Assembly (TNLA) and Council of States, ratified the “Agreement on the Roadmap to a Peaceful and Democratic end of the Transitional Period of the Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS)” (hereafter “the Roadmap”) on 16 November 2022. The ratification is in tandem with the procedural processes as provided for under article 8.4 of the R-ARCSS.

a. Judicial Reforms

8. In terms of judicial reforms process, the ad hoc Judicial Reform Committee (JRC) has continued to conduct business as per the mandate since its establishment and inauguration in July 2022. Progress has been made in areas such as conducting consultations with the judiciary, and other rule of law institutions on areas of judicial reforms, establishment and operationalization of three sub-committees tasked with specific deliverables and convening committee meetings, including plenaries during the quarter.

9. The JRC was expected to have concluded its work and make recommendations to the RTGoNU by 27 January 2022. However, due to logistical challenges, it was clear by end-December 2022 that the timeline would become unachievable. It was far from completing implementation of its mandate, including completion of the review of the Judiciary Act 2008, reconstitution of the Judicial Service Commission and establishment of an independent, impartial and credible Constitutional Court. To that end, the JRC has requested for an extension of its mandate by a further six months from the RTGoNU.

3 In August the Parties initiated and agreed to the Roadmap and was later approved by the RTGoNU Council of Ministers. RJMEC consented to the proposed amendment in September 2022. The Roadmap amends article 1.1.2 of the R-ARCSS, and thereby extends the Transitional Period of the R-ARCSS by 24 months with effect from 22 February 2023.
b. Legislative Reviews and NCAC Mandate

10. Regarding the reforms to relevant national legislation to conform to the provisions of the R-ARCSS, including international best practices, the National Constitutional Amendment Committee (NCAC) has continued to make significant progress in the reviews, amendment and drafting of legislation during the quarter. Overall, within this reporting period, the Committee completed the review of the National Elections Act, 2012 and the Southern Sudan Anti-Corruption Commission Act, 2009 and submitted the respective Bills to the Minister of Justice and Constitutional Affairs on 24 November 2022. It also commenced the review of the National Revenue Authority Act 2016; the Banking Act, 2012 and the Bank of South Sudan Act, 2011 and subsequently reviewed and drafted amendment bills for all of them, pending submission to the Minister of Justice and Constitutional Affairs. The Committee has also initiated the review of the Non-Governmental Organizations Act, 2016 and has scheduled the experts meeting on the same for 24 January 2023.

11. Pursuant to the R-ARCSS, the reviewed electoral law includes radical changes to the existing legislation to ensure that its provisions conform with international best practices concerning the conduct of free, fair elections, including the independence of the National Elections Commission, among others. The amendment of the electoral law was also to ensure that several processes necessary for the elections, including elections petitions, setting up polling centres, and timelines for publishing voter registers are improved.

12. However, there were delays in the submission of the draft bill by the NCAC to the Minister of Justice and Constitutional Affairs due to a lack of consensus among the Committee members regarding representation of various interest groups in the reconstituted National Elections Commission, particularly those related to the reserved lists for political parties (15%) and women (35%) (articles 60, 61 and 63 of the Bill). The youth and civil society representatives proposed amendments to the Bill which would result in substantial changes to the provision of National Elections Act 2012. The concern was regarded as a constitutional matter to be resolved during the permanent constitution-making process.

c. Transitional National Legislative Assembly and Council of States

13. On 7 October 2022, H.E. President Salva Kiir Mayardit ratified the Appropriation and Financial Bill (fiscal budget) for the FY 2022/2023, amounting to SSP 1.4 trillion. The reconstituted TNL had passed the bill on 27 September 2022. During the quarter, the TNL considered and passed the National Police Service Bill, the SSPDF Bill, the Wildlife Service Bill, the National Police Service Bill, the Political Parties Bill; and the Constitution-making Process Bill. In December 2022, H.E. President Salva Kiir assented to the following four bills into law: the Constitution-making Process Bill 2022, the Transitional Constitution of the Republic of South Sudan 2011 (Amendment) Bill No.11, 2022, the National Police Service Act, 2009 (Amendment) Bill 2022, the National Civil Defence Service Bill 2022, National Prisons Service Act, 2011 (Amendment) Bill 2022 and the National Wildlife Service Act 2011 (Amendment) Bill 2022.

14. In late December 2022, the TNL, went for a three month recess. This is the first time the TNL has gone for recess since they were reconstituted under the R-ARCSS in August 2021. A total sum of at least SSP 1.6 billion has been disbursed to the members of the TNL as recess funds. According to the TNLA procedure for conducting business, the Assembly is expected to convene twice a year; the first session commences in April while the second session starts on the first Mondays of October and ends on the second Wednesdays of December.
Chapter 2: Permanent Ceasefire and Transitional Security Arrangements

a. Permanent Ceasefire

15. During the period of reporting, the Permanent Ceasefire largely continued to hold, but was severely strained by violence mainly between Lt Gen Simon Gatwech\(^4\) and Lt Gen Johnson Olony’s Agwelek forces in Upper Nile State, especially in Panyikang, Malakal, and Fashoda Counties. Lt Gen Johnson Olony’s forces also attacked South Sudan Peoples’ Liberation Army – In Opposition (SPLA-IO) Cantonment Sites in the northern parts of Fangak and Peji counties of Jonglei State, and the SPLA-IO was reported to have retaliated in self-defence.

16. The situation deteriorated further as armed Nuer Youth, commonly referred to as the ‘white army’\(^5\) from Jonglei State clashed with the Agwelek forces, and later launched several attacks on Shilluk communities in Upper Nile, prompting a response from the Shilluk armed youth.\(^6\) The ‘white army’ also reportedly attacked several communities in the Greater Pibor Administrative Area during December. Tension was also high in Maiwut County of Upper Nile due to alleged clashes between SSPDF forces commanded by Lt Gen Ochan and forces of the SPLA-IO Division 5.

17. The Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism (CTSAMVM) was unable to investigate the clashes mentioned above mainly due to the lack of rotary air transportation since withdrawal of the United States Government’s support to their operations in July 2022. As an alternative, CTSAMVM requested special flights support from UNMISS and the requests are still under consideration. CTSAMVM could not access the areas affected by the violence due to floods, hence the need for air transportation.

18. During the fourth quarter, National Salvation Front (NAS) activities were reported mostly in Central Equatoria, and mainly attacks on soft targets such as the civilian population and vehicles, as well as lone or small teams of government forces. As regularly reported, CTSAMVM cannot verify with certainty NAS attacks since NAS has no representation in CTSAMVM structures even though NAS is signatory to the Cessation of Hostilities Agreement of 21 December 2022.

19. CTSAMVM submitted to the RJMEC and IGAD the following violation reports during the period of reporting:

- Violation Report 2022/21: Killing, Looting and Arrests in Eastern Equatoria State (by SSPDF);
- Violation Report 2022/22: Harassment of Civilians and SGBV in Central Equatoria State (by SPLA-IO Panyume Cantonment Site);
- Violation Report 2022/23: Recruitment and Training in Northern Bahr El Ghazal State (by SSPDF at Mathiang Barracks in Aweil); and

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\(^4\) Lt Gen Simon Gatwech is the former long serving Sudan Peoples Liberation Army-In Opposition (SPLA-IO) Chief of Defense Forces who defected from the SPLA-IO forces to set up his own movement in Upper Nile State.

\(^5\) The white army is a militia formed in 1991 by the Nuer people of central and eastern Greater Upper Nile in South Sudan.

\(^6\) At the height of the fighting in late December, RJMEC together with UNMISS, AUMISS, IGAD, Trioka and the EU, issued a joint statement expressing grave concern about the escalating ongoing violence, loss of life and reports of alleged use of heavy weaponry in the Greater Pibor Administrative Area, by armed youth from Jonglei state (See https://unmiss.unmissions.org/unmiss-and-international-partners-gravely-concerned-about-escalating-violence-greater-jonglei).
• Violation Report 2022/24: Denial of Access, Information, and Harassment of CTSAMVM Personnel (by SPLA-IO commander at Wunaliet Cantonment Site in Central Equatoria State.

20. Regarding previously reported violations, the RJMEC Interim Chairperson received a letter of response dated 7 November 2022 from the SSPDF Chief of Defence Forces (CDF), General Santino Deng Wol on Violation Report 2022/18: Torture and Killing of Three Civilians in Kiri Boma of Kajo Keji County, Central Equatoria State by SSPDF Soldiers of Mundari Barracks on 26 May 2022. The CDF informed the RJMEC Interim Chairperson that: “an inclusive committee, with members drawn from different institutions, was already formed by the authorities to investigate the Kajo-Keji incident. The investigation was successfully concluded and the matter is now before the court of law.” This conclusion has since been confirmed by CTSAMVM.

21. On Violation Report 2022/19: Violations of the R-ARCSS and ACOH in Nasir County Upper Nile State by Party Signatories, the CDF informed the RJMEC Interim Chairperson that: “…we have not received any report from the commander on the ground but he will [be] directed to shed light on this allegation.” The RJMEC Interim Chairperson continues to pursue responses on all the violation reports.

22. On the occupation of Civilian Centers, CTSAMVM reported a total of 11, with SSPDF elements occupying 9 and the SPLA-IO 2. RJMEC has repeatedly urged the two Parties to completely vacate all civilian centers, but progress is still very slow.

b. Transitional Security Arrangements

23. The CTSAMVM reduced its staff by 16 members due to financial constraints, but continues to discharge its mandate within the limits of its financial resources. The main constraint to CTSAMVM field operations is the lack of aircraft support. In November 2022, the IGAD Council of Ministers during their Ordinary Meeting discussed the challenges CTSAMVM is facing, and tasked the IGAD Chiefs of Defence Staff/Forces to further analyze CTSAMVM’s needs and submit recommendations to the Council. The CDF’s meeting is yet to be held.

24. The Disarmament Demobilization and Reintegration (DDR) Commission is responsible for the implementation of the DDR process but reports very little progress made during this reporting period. Since the Commission submitted its DDR strategy, implementation plan and estimated budget to the RTGoNU for approval through the National Transitional Committee (NTC), there has been no response or decision on DDR from the national authorities.

25. The Strategic Defense and Security Review (SDSR) Board completed drafts of the Strategic Security Assessment, the Security Policy Framework, and the Revised Defence Policy. The Board has since November 2022, been working on the draft Security Sector Transformation Roadmap with support from UNMISS and RJMEC.

c. The Unification Process

26. There has been no significant change to the status of cantonment sites and unified training centres since the last quarter. However, training centres have received some food items, but the logistical situation in cantonment sites remains dire, with little or no food and medicines in the majority of locations. Unending floods also compounded the situation forcing some cantonment sites and training centres to relocate in search of dry land, while the RTGoNU continues to struggle to provide adequate logistical support.
27. During the period of reporting, the RTGoNU graduated 12,765 Necessary Unified Forces (NUF) in Wau on 4 November 2022, 7,500 were graduated at Moum Training center on 10 November, and on 21 November 9,499 were graduated in Malakal. Approximately 49,255 out of 53,000 Phase I Unified Forces have so far graduated since 30 August 2022. Therefore, the training of Phase II NUF forces is way behind schedule, and the final redeployment of the graduated Phase I forces has not yet started, except for approximately 900 soldiers that were deployed to Anet in the northern part of Warrap State.

d. Strengthening the Peace Process in South Sudan

28. During the period of reporting, various Civil Society Organisations (CSO) were selected to implement microprojects (activities and/or interventions) which are directly linked to the peace- and reconciliation process in South Sudan. Through these measures, the CSOs increased their capacity to be part of the reform process of the South Sudan National Police Service (SSNPS), which are part of the wider national peace and transition process.

29. The earmarked beneficiaries are members of vulnerable groups, particularly the youth, women, and girls. They are socially, politically, and economically highly disadvantaged and are often survivors of Sexual and Gender Based Violence (SGBV). On the one hand, the microprojects strongly focus on SGBV and gender-based discrimination, while on the other hand, endeavour to promote gender equality. These identified issues are not only in line with the UNSC Resolution 1325 (Women, Peace & Security) but also address the most pressing (security) needs of women, girls, and other members of vulnerable groups.

30. Over this reporting period various engagements took place with officers from the SSNPS Special Protection Unit, Western, Northern and Eastern Divisions regarding operational capabilities, referral mechanisms regarding SGBV crime incident response and court-directed investigations. During evaluations and interviews decentralised operational resources and expertise were lacking at indicated police institutions. The urgent need for forensic science capabilities with specific reference to DNA profiling and analysis was identified regarding the investigation of SGBV incidents.

31. RTGoNU needs to be complimented with the initiative in implementing the Multi-Sectoral Response approach towards SGBV awareness and survivor support through the Departments of Health, Justice, Education, Safety and Security. The Multi-Sectoral Response approach, as highlighted by the Minister of Gender, Child, and Social Welfare, Honourable Aya Benjamin Libo Warille during the 6th Governors Conference, was confirmed during prior field visits to the Juba Teaching Hospital, Family Protection Unit which functions as an integrated services One Stop Centre for medical and legal assistance to SGBV survivors.

32. The same approach was evaluated during engagements with officers from the SSNPS Special Protection Units, advisors from the Juba Teaching Hospital and Teachers from primary schools in Juba with the development and implementation of SGBV Awareness Clubs at the primary school level. It is evident that the involved government departments are lacking funding, more trained personnel, and resources to sustain the effective functioning of the Multi-Sectoral Response approach, especially within the SSNPS Special Protection Unit and the special GBV and Juvenile courts.

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7 Graduation of 3 601 forces belonging to Kaljak Training Centre’ took place in Bentiu, Unity State on 14 January 2023 thus completing Phase 1 of the unification process. The RTGoNU Roadmap had previously targeted 30 November 2022 as the deadline for the completion of Phase I graduation. Phase II is now expected to begin in the coming weeks.
33. Workshops and community dialogues were initiated in Strengthening the Peace Process in South Sudan, which were attended by representatives from the SSNPS, Special Protection Unit, SSPDF Military Justice Department, CTSAMVM legal and gender advisors, CSOs, traditional and religious leaders, women and youth groups as well as RJMEC advisors. During these engagements the security and community representatives supported the R-ARCSS and welcomed the extended Roadmap but requested RTGoNU to provide funding and resources to effectively accomplish their specific mandates to maintain peace and stability.

e. Sexual and Gender Based Violence
34. The South Sudan Humanitarian Needs Assessments conducted by the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) estimated that 2.8 million people were expected to face physical violence including rape, and other forms of SGBV and will need protection assistance.8
35. Although cases of SGBV by uniformed forces have reduced since the instituting of the SSPDF District Court Martials in 2020, RJMEC continues to receive reports of rape cases allegedly committed by the armed forces from the CTSAMVM. However, the SSPDF has been convening both General and District Court Martials to conduct trials of soldiers who committed crimes against civilians including SGBV, murder, looting, harassment, etc, as well as cases of military indiscipline. In October 2022, the RJMEC received from the SSPDF Directorate for Military Justice, a summary of 42 individuals whose sentences had been confirmed by the CDF.
36. The categorized convictions and other penalties varied from (i) 22 fines to a total amount of 5 300 000 SSP, (ii) 560 head of cattle forfeited to the SSPDF, (iii) 27 soldiers imprisoned ranging from 2 to 10 years sentences, (iv) 26 soldiers stripped of their rank and dishonorably dismissed, (v) 10 soldiers resumed duties after being reprimanded, (vi) 1 court martial case dismissed due to a lack of evidence.

![Summary of Convicted Individuals](data:image/png;base64,iVBORw0KGgoAAAANSUhEUgAAAIgAAA5CAYAAADdpc0YAAAABGd7q8iAAAA...)

Chapter 3: Humanitarian Assistance and Reconstruction

37. During the quarter, the humanitarian situation continued to worsen due to endemic violence, conflict, humanitarian access constraints, public health challenges, flooding and localized drought. Also, sub-national violence continued to disrupt humanitarian operations, fuel displacement across the Country and limit people’s access to critical humanitarian services and livelihood opportunities.
38. According to UNOCHA, an estimated 9.4 million people in South Sudan will need urgent life-saving assistance and protection in 2023, compared to 8.9 million in 2022. By the end of the quarter, more than 1.1 million people were verified as affected by severe flooding in 39 counties across South Sudan. Access to the affected continued to be hindered by limited funding, impassable roads, insecurity, and intercommunal violence.

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39. The ongoing sub national and intercommunal conflict such as occurred in Upper Nile and Jonglei continues to deter humanitarian partners from delivering life-saving assistance to thousands in need and forced partners to halt interventions and relocate staff to safer locations while humanitarian facilities were vandalized and supplies looted. To compound matters, South Sudan continues to be the most violent context for aid workers in the world, followed by Afghanistan and Syria. Across the country, aid workers, mostly national humanitarian workers, are affected by the impact of armed violence, bureaucratic impediments, harassment, destruction of humanitarian assets and looting. During the quarter, 1 humanitarian worker was killed in the line of duty bringing the total number of humanitarian workers killed in 2022 to 9.

40. Inadequate funding continued to affect the delivery of critical services like humanitarian food assistance and nutritional services. The increasing needs created by floods led to the prioritization of flood response at the expense of other pressing needs. On 20 December 2022, the humanitarian community in South Sudan launched the 2023 Humanitarian Response Plan which seeks US$1.7 billion to provide life-saving assistance and livelihood support to 6.8 million of the most vulnerable people affected by conflict, climatic shocks and protracted displacement across the country.9

41. The funding will target urgent humanitarian and protection needs for especially women, children, the elderly, and people with disabilities and will require unimpeded and safe access for humanitarian workers to deliver timely and essential life-saving assistance. In the wake of dwindling funding, the Government pledged $10 million in support of the current dire humanitarian situation.

42. During the quarter, the Integrated Food Security Classification (IPC) report analysis indicated a worsening food security situation and livelihoods which require concerted responses from the RTGoNU and the humanitarian partners. According to UNOCHA, an estimated 6.31 million people experienced high levels of acute food insecurity (IPC Phase 3/Crisis or above), with 33,000 people projected to be in IPC Phase 5/Catastrophe in Akobo and Fangak, Jonglei State; and Pibor County in the Greater Pibor Administrative Area (GPAA) in December 2022-March 2023.

43. Push factors including lack of employment and livelihood opportunities, lack of access to basic services such as education, health, and housing, insecurity, deteriorating economic conditions, and reduced food rations among others continued to influence the spontaneous return of refugees into South Sudan. This heightened the urgency for Government to provide a conducive environment for returns which includes security, land reform, the provision of basic health and education services among others.

44. A growing concern during the quarter was the lack of participation of the refugees during consultations on transitional justice processes. There is a need to ensure that refugees opinions are represented in the ongoing processes of transitional justice, the constitution making process, as well as the upcoming election processes among others.

Chapter 4: Resource Economic and Financial Management

45. A key aspect of resources management outlined in Chapter 4 is aimed at enhancing transparency and accountability in the handling of the country’s resources, and reforms to achieve transparency and accountability in the public sector are ongoing. In that regard, the National Audit Chamber’s laws to guarantee its independence have been drafted and resources

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9 It is worth noting that the 2022 Humanitarian Response Plan was funded at 67.4 per cent by the end of the year.
provided to enable it to carry out its functions without political interference. The Audit Chamber should also audit and report on all public funds and financial dealings. The report on these funds is presented in the Government’s Financial Statements. These statements are now being prepared for the period 2011 to date. So far Financial Statements of 2011 to 2014 have been provided by the Ministry of Finance and Planning and submitted to the National Audit Chamber. However, the appointment of the National Auditor General that was expected to take place at the start of the Transitional Period has not yet taken place.

46. A strategic plan was approved by the Council of Ministers, that includes the merger of the Customs Union to the National Revenue Authority (NRA). At the same time, the NRA, which is mandated to assess, collect, administer, and enforce laws relating to tax and revenues is being reformed. Furthermore, it aims to increase non-oil revenue to 6% of GDP by 2027. However, for these reforms to be complete, operationalization of the single treasury account must be accomplished, and all unauthorised accounts need to be closed entirely.

47. The Ministry of Petroleum in its strategy to better manage South Sudan’s natural resources during the Transitional Period, embarked on developing laws and policies to better regulate employment in the sector. Following the introduction of the Human Resource Policy and a local content law, a three-day workshop was held in November 2022, with sub-contractors of Joint Operating Companies to ensure that their rights are respected and the national laws on employment are followed.

48. With support from its development partners, the TNLA and the Government launched the South Sudan Parliamentary Alliance for Food Security and Nutrition that aims to advance strategies on the right to adequate food and to promote investments in food and nutrition security in South Sudan. This alliance would empower parliamentarians to address the essential policy gaps and legislation focusing on the advancement of food security and nutrition, scaling up budgetary allocation and investments as required in the RARCSS. Regulations and policies must also be developed to ensure implementation and for it to be beneficial to the people of South Sudan.

Chapter 5: Transitional Justice Accountability Reconciliation and Healing

49. In this reporting period the Ministry of Justice and Constitutional Affairs (MoJCA) is in the process of drafting the Commission on Truth Reconciliation and Healing (CTRH) Bill and the Compensation and Reparation (CRA) Bill. The drafting of these Bills should be legally informed by public consultations undertaken with stakeholders as provided for by article 5.2.1.3 of the R-ARCSS and country study tours undertaken by the MoJCA in South Africa and The Gambia. Furthermore, the MoJCA welcomed contributions from international and local civil society groups and experts who provided different perspectives on their expectations of the bills.

50. Civil society groups and the refugee community (directly and indirectly engaging with ministry officials) have urged the RTGoNU to engage with refugees and other displaced persons to allow for their perspectives to be considered around what kind of truth commission that should be established. The Ministry has indicated to stakeholders that it is still exploring modalities of consulting South Sudanese in the five neighbouring countries in a bid to receive their perspectives and sensitize them on the R-ARCSS, including Chapter 5.

51. The RTGoNU has reported to the RJMEC that it intends to meet its own January 2023 timeline as the period it would initiate first drafts of the CTRH and CRA Bills for public
validation and comment. Citizens continue to expect the President and the Presidency to give strong leadership and support to the truth and reconciliation process including through the CTRH. During this period pressure continued to mount on the African Union Commission and the RTGoNU from different quarters to take clear concrete steps to re-engage with the Hybrid Court of South Sudan (HCSS) process. No progress was registered on this front.

Chapter 6: Parameters of Permanent Constitution

52. A huge milestone was accomplished in the permanent constitution making process pursuant to Chapter 6 of the R-ARCSS. On 21 December 2022, the Constitution Making Process Act, 2022 was assented to by H.E Salva Kiir Mayardit President of the Republic of South Sudan. This means the timeline for the permanent constitutional making process has now kicked in motion. The Act establishes the legal framework to govern the process of the permanent constitution making (Section 3). It outlines in detail, the design, procedures, form, powers and functions of mechanisms involved in the permanent constitution making process during the Transitional Period. The law, under section 7 outlines six mechanisms tasked with the constitution making process namely:
   a) the reconstituted National Constitution Review Commission (NCRC);
   b) the Constitution Drafting Committee (CDC);
   c) the Preparatory Sub-Committee (PSC)
   d) National Constitutional Conference (NCC); and
   e) Constituent Assembly (CA) (TNLA).

53. In the performance of their functions, the law requires these mechanisms to inter-alia be accountable to the people of South Sudan and to ensure that no parts of the public are excluded from civic education and participation for reasons of physical disability, level of education, language, geographical location, religious beliefs, ethnicity, political affiliation, or any other reasons. Furthermore, the constitution making mechanisms shall ensure that the outcome of the constitution making process faithfully reflects the will of the people of South Sudan and that it shall recognise and demarcate division of responsibility among the various state organs including the executive, the national legislature and the judiciary so as to create strict clear checks and balances among themselves to ensure transparency and accountability of the Government and its officers to the people (section 8).

54. In terms of next steps after enactment, the law requires under Section 9 that the NCRC shall be reconstituted by the RTGoNU within forty-five (45) days after the coming into force of the Act, namely by 5 February 2023. In this regard, the Parties and Stakeholders to the Agreement are required to submit lists of their representatives to the Minister of Justice and Constitutional Affairs (Taskforce) within thirty (30) days from the coming into force of the Act, namely by 21 January 2023.

55. Once the NCRC is reconstituted and its Secretary General appointed by the RTGoNU, the NCRC shall then recruit staff members of the Commission, recruit members of the Constitutional Drafting Committee, develop its workplans and commence civic education and public consultation culminating into a report and first draft constitutional text. These are all enormous tasks which requires adequate preparations, consultations, financial and logistical support. It is pertinent that these tasks should not be delayed and that the Parties, stakeholders, RTGoNU and the implementing mechanisms do not fall behind schedules.
Chapter 7: Reconstituted Joint Monitoring and Evaluation Commission

56. The RJMEC convened two plenary meetings during this reporting period, on 17th November 2022 and 14th December 2022 respectively, to monitor and evaluate the status of the implementation of the Revitalized Peace Agreement, where it received and considered reports from the RTGoNU and other institutions and mechanisms of the Agreement and issued several recommendations contained in its Resolutions on remedial measures to the RTGoNU and relevant mechanisms to fast-track the pace of implementation in accordance with the Roadmap. In light of the slow pace of the implementation and the short timeline of the Roadmap towards elections, the RJMEC Chairperson inter-alia:

   a) urged the RTGoNU to demonstrate the urgency, the unity of purpose, the commitment, and the extra effort and political will required to implement the priority tasks outlined in the Roadmap as scheduled;

   b) appealed to RJMEC members, individually and collectively, to enhance their approaches in engaging the RTGoNU and the various Agreement institutions and mechanisms with a strong focus on facilitating progress;

   c) called upon all RJMEC members, to enhance their oversight approach through the RJMEC Working Committees, to identity and flag key priority tasks that require the RTGoNU’s early attention and action; and

   d) rallied all actors and stakeholders to consolidate efforts, speak with one voice and bring their collective pressure to bear and to push for the timely implementation of the Roadmap, in order to create the necessary conditions for the conduct of free, fair and credible elections.

57. The RJMEC Chairperson participated in the IGAD Council of Ministers, and he also addressed the African Union Peace and Security Council (AUPSC), and the United Nations Security Council (UNSC) during this quarter with a focus on fast-tracking of the peace process in South Sudan. The engagement with the IGAD Council of Ministers took place on 30 November 2022 during its 48th Ordinary Session in Khartoum, the same day on which the AUPSC meeting was held, while the engagement with the UNSC took place on 13 December 2022.

58. With respect to the IGAD Council of Ministers meeting and in response to the advocacy by the Interim Chairperson, several critical resolutions were made concerning implementation of the Revitalised Peace Agreement including the following: welcome the roadmap urged the RTGoNU and Parties to implement it in letter and spirit; decided to undertake a joint ministerial visit to Juba; hold a bi-annual Extraordinary IGAD Council of Ministers meeting to review progress in implementation of the Revitalised Peace Agreement; and convene a meeting of their Chief of Defence Forces to assess the immediate needs of CTSAMVM.10 Regarding the AU, it announced that its Panel of the Wise is to visit South Sudan and expressed concern over the deteriorating humanitarian situation in South Sudan.11

59. In his briefing to the UNSC, the Interim Chairperson urged increased engagements with the RTGoNU in order to encourage adherence to the Roadmap timelines and prioritisation of the implementation through the availing of predictable, timely and adequate funding for all

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tasks; and urged member states to provide political, technical, and logistical support to the Revitalised Transitional Government for the implementation of the priority areas of the Roadmap, including the DDR process, the Permanent Constitutionmaking process, and elections.  

60. During the reporting period the RJMEC leadership continuously engaged the RTGoNU and the various institutions and mechanisms of the R-ARCSS. In particular, the RTGoNU was encouraged to adhere to the Roadmap timelines, ensure women’s participation in governance and decision-making at the Agreement-mandated level of 35% in all governance-related tasks and appointments and also consider the Youth and People Living with Disabilities; and address subnational violence, especially in Upper Nile and Jonglei, hold perpetrators accountable, and take steps to address the root causes and protect civilians and their property. Finally, the reconstituted TNLA was urged to expedite the processing of all Bills before the Legislature.

III. Key Observations and Recommendations

Observations

61. Overall, the RTGoNU has continued to implement the Revitalized Agreement with its main priority focus on setting the stage for completing the tasks identified within the Roadmap. This included the passage of key pieces of legislation, particularly the Permanent Constitution Making Process Bill, and setting up the security infrastructure with the graduation of Phase I of the NUF. Importantly, as provided for under article 1.19 of the R-ARCSS, the parties to the R-ARCSS initiated the process and agreed on the number of Commissions and Institutions to be restructured and reconstituted at the national level. These include the all important NCRC and the NEC, two critical commissions needed to oversee the constitution making process and the elections respectively.

62. The ongoing intercommunal conflict risks reversing the hard earned gains realised thus far with the implementation of the R-ARCSS. The fact that thousands of persons continue to be displaced and hundreds killed simply diminishes the value of the peace dividends. An important aspect of addressing this problem is with the deployment of the NUF and a serious campaign of civilian disarmament. This task takes on an added urgency as the attention begins to be focused on preparations for next year’s elections.

63. In a similar manner, the ongoing dire humanitarian situation have denied millions of South Sudanese the opportunity to benefit from the ongoing implementation of the R-ARCSS. The current humanitarian needs can however be relieved through concerted funding and intervention efforts from RTGoNU, humanitarian and development partners as well as lifesaving interventions for those on the brink. In that regard, RJMEC continues to urge the RTGoNU to provide improved services to its citizens and establish the Special Reconstruction Fund (SRF) to avail funding for relief and reconstruction efforts.


Recommendations

64. With a clear focus on the remaining two years of the Transitional Period, and also to encourage adherence to the implementation of the benchmarks provided for in the R-ARCSS, including schedules in the Roadmap, the report offers the following recommendations to the Agreement institutions and mechanisms, RTGoNU, TNLA, and IGAD.

   a. To the Parties to the Agreement and Relevant Stakeholders

   64.1. urge the Parties, and relevant Stakeholders to immediately submit lists of their nominees to the various Constitution making mechanisms to the Minister of Justice and Constitutional Affairs through his Taskforce for consideration and appointment by the RTGoNU;

   64.2. appeal to all donor partners to fully support the permanent constitution making process, including resourcing the critical mechanisms, supporting civic education, capacity building of the NCRC secretariat, and facilitating participation of different disadvantaged groups in the Constitution making process.

   b. To the RTGoNU

   64.3. urge the RTGoNU Presidency to marshall the necessary political will and resources in support of Chapter 5 implementation including CTRH establishment , operationalisation and implementation of its mandate;

   64.4. consider the JRC request for extension of its working period for an additional six months and to avail all the necessary financial and political support to the JRC to enable it to expedite and conclude their tasks within the shortest time possible;

   64.5. fast-track consideration and endorsement of all the draft amendment bills submitted by the NCAC to the Minister of Justice and Constitutional Affairs, and in this regard, urges the Minister of Justice and Constitutional Affairs to immediately table these amendment bills before the Council of Ministers of the RTGoNU and to transmit the same to the reconstituted TNL for enactment;

   64.6. reconstitute the NCRC, its Secretariat and fast-track establishment of the other mechanisms like the CDC and the Preparatory Sub-Committee;

   64.7. reconstitute the Political Parties Council to pave the way for the registration of political parties in the Republic of South Sudan.

   64.8. immediately reconstitute all remaining commissions including the NEC and NCAC.

   c. To the TNLA

   64.10. expedite the enactment of all the bills which have been presented by the RTGoNU to help lay the foundation for strengthening transparency and accountability in the country’s finances.

   d. To IGAD

   64.11. implement all decisions made at its 48th Ordinary Session of the IGAD Council of Ministers held in Khartoum on 30 November 2023 in support of the peace process in the Republic of South Sudan namely, undertaking a joint Ministerial
solidarity visit to Juba, holding bi-annual extra-ordinary IGAD Council meeting on South Sudan, convening a meeting of Member States Chief of Defense Forces (CDFs) to assess urgent operational and logistical needs of CTSAMVM and to engage with AU and UN to mobilise additional resources for the peace process, including the establishment of the Special Reconstruction Fund and Board and the convening of the pledging conference;

64.12. consider the convening of a special Summit of the IGAD Heads of State and Government on South Sudan within the first quarter of 2023 in order to take stock of implementation of the R-ARCSS, as it marks the third year of RTGoNU and the commencement of the extension period. Also, evaluate the ongoing challenges to the Peace Agreement and make recommendations towards a successful conclusion of the Transitional Period; and

64.13. engage the leadership of the RTGoNU and assist in mobilising the political support and goodwill necessary for full implementation of the R-ARCSS.

IV. Conclusion

65. The RTGoNU Roadmap is the current blue print to ensure that the pursuit of peace in South Sudan continues. However, the next several months will prove pivotal in ensuring that this momentum carries through to the holding of peaceful and credible elections in December 2024. In particular, expeditious progress must be made in the drafting of the permanent constitution, reforming the judicial system, enacting key reforms in the financial sector and ensuring the complete unification and redeployment of the NUF throughout the country. All these tasks, in order to be completed require demonstrable political will and predictable levels of resources. In addition, efforts must continue to curb intercommunal conflict and support the dignified return of refugees and IDPs to their homes. It is critically important that the regional and international community including IGAD, the AU and the UN as well as the donor community continue to support the ongoing peace process.

66. On its part and pursuant to its mandate as provided for in Chapter 7 of the R-ARCSS, the RJMEC will continue to monitor, evaluate, report on the status of implementation of the R-ARCSS, as circumstances demand, intervene to break any deadlock that may emerge in the course of implementation. It will regularly provide reports and briefings to the RTGoNU, the reconstituted TNLA, the Chairperson of the IGAD Assembly of Heads of State and Government, the Chairperson of the IGAD Council of Ministers, the Chairperson of the African Union Commission, the Peace and Security Council of the African Union and to the Secretary General of the United Nations and the Security Council of the United Nations.

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