



# Security Council

Distr.: General  
1 December 2017

Original: English

---

## Report of the Secretary-General on South Sudan (covering the period from 2 September to 14 November 2017)

### I. Introduction

1. The present report is submitted pursuant to Security Council resolution [2327 \(2016\)](#), by which the Council extended the mandate of the United Nations Mission in South Sudan (UNMISS) until 15 December 2017 and requested me to report on the implementation of the mandate every 90 days. The report covers developments from 2 September to 14 November 2017. A special report will be submitted to the Security Council on the outcomes of the strategic review of UNMISS that I requested in September.

### II. Political and economic developments

2. The implementation of the Agreement on the Resolution of the Conflict in the Republic of South Sudan (peace agreement) remained minimal during the reporting period. Concurrently, the Intergovernmental Authority on Development (IGAD) consulted with representatives from all parties to the peace agreement, armed opposition and other stakeholder groups, in preparation for its convening of a high-level revitalization forum. These consultations were aimed at discussing concrete measures to restore the permanent ceasefire, fully implement the peace agreement and develop a revised and realistic implementation schedule towards a democratic election at the end of the transition. While key stakeholders have expressed support for the initiative, there is still little consensus on what “revitalization” of the peace agreement actually entails.

3. The Transitional Government of National Unity has continued to prioritize reconciliation efforts through the national dialogue, which is scheduled to be concluded by April 2018. Initial consultations at the subnational level have commenced in the largely Government-controlled areas of Central Equatoria, Northern Bahr el-Ghazal and Upper Nile. Challenges persist in ensuring inclusive participation, however, as many stakeholders perceive that the Government is using the national dialogue to override the implementation of the peace agreement. Meanwhile, the economy continues to deteriorate, with punishing implications for much of the population.



**National political developments**

4. On 25 September, the Joint Monitoring and Evaluation Commission organized an evaluation workshop to consider reports prepared by its six working committees evaluating progress towards implementing the thematic chapters of the peace agreement. At its 20th plenary meeting, on 18 October, the Chair of the Commission provided a summary of the findings, observations and recommendations contained in the reports and reiterated that the status of implementation was modest, at best given that the implementation of the peace agreement was disrupted in July 2016, and very little progress had been made in the delivery of its key provisions. The Transitional Government of National Unity presented its response to the Commission's status reports separately, noting that chapters one and two of the peace agreement had been implemented, at 78 per cent and 63 per cent, respectively, while progress was being made towards the implementation of the remaining chapters. The plenary agreed to share the reports with IGAD to inform preparations for the high-level revitalization forum.

5. On 6 October, the National Dialogue Steering Committee submitted a preliminary report to the President, Salva Kiir, outlining its work to date, the root causes of the current conflict and the reforms needed to consolidate peace and stability. Thereafter, the Steering Committee subcommittees commenced local dialogue forums, which, to date, have been limited to Government-controlled areas, including Yei, Morobo, Kaya, Lainya and Jubek in Central Equatoria; Aweil, Aweil East and Lol in Northern Bahr el-Ghazal; and Malakal, Upper Nile. Participants, including traditional and religious leaders, women, youth and local authorities, raised numerous issues related to peace and security, good governance and institutional, public sector and constitutional reforms. While the discussions have largely been frank and open, some participants expressed concerns about the timing of the national dialogue while the implementation of key aspects of the peace agreement were still outstanding, and with the presence of Government security forces at some consultations.

6. From 10 to 12 October, the Steering Committee leadership and secretariat attended a retreat hosted in South Africa by the Deputy President of the country and Special Envoy to South Sudan, Cyril Ramaphosa, with technical support provided by the United Nations. While in South Africa, the Steering Committee leadership tried once again to reach out to the leader of the Sudan People's Liberation Movement/Army (SPLM/A) in Opposition, Riek Machar, who declined to receive them. Political opposition leaders in exile continued to maintain that a genuine national dialogue would only be possible after the conflict had ended and a new peace process involving all stakeholders had begun.

7. Following the Government's stated intent to hold elections within the timeline outlined in the peace agreement, on 9 September, the National Elections Commission announced the start of the pre-election period. This announcement stands in contradiction to the evaluation of the Joint Monitoring and Evaluation Commission of 27 September, that credible elections would not be feasible at the end of the current transition period because of mass displacement, severe food insecurity and lack of institutional and constitutional infrastructure. Similar concerns have also been raised by civil society organizations.

8. On 7 November, at an extraordinary meeting, the draft Transitional Constitutional Amendment Bill was tabled before the Council of Ministers by the Minister of Justice and Constitutional Affairs. The draft amendment incorporates the 2015 peace agreement into the 2011 Transitional Constitution. The Council of Ministers has directed the Minister to incorporate several changes into the draft bill prior to presenting it to the Transitional National Legislative Assembly for adoption.

## **Regional and international engagement**

9. On 20 September, on the sidelines of the seventy-second session of the United Nations General Assembly, the African Union Peace and Security Council held a ministerial level meeting and issued a communiqué on the situation in South Sudan, reiterating that the peace agreement remained the only viable option for the achievement of sustainable peace. The Council warned that it would consider necessary steps, including sanctions measures, should the South Sudanese parties continue to delay the full implementation process of the peace agreement. It also stressed the importance of an all-inclusive, independent and transparent national dialogue process.

10. On 21 September, I co-facilitated, with the African Union and IGAD, a high-level event on South Sudan to agree on collective measures to support the revitalization of the political process in South Sudan. Participants reaffirmed their united support to the IGAD-led high-level revitalization forum process and urged all parties to the peace agreement, as well as opposition groups, to engage constructively in the process.

11. On 17 October, the IGAD Council of Ministers completed preliminary consultations with parties to the conflict, including the Transitional Government of National Unity and opposition groups in Ethiopia, Kenya, South Africa, the Sudan and Uganda, among others, in preparation for the high-level revitalization forum. According to IGAD, all parties accepted the process as the basis for discussions and agreed to declare a ceasefire and cessation of hostilities. IGAD is now reflecting on the outcome of these consultations and written contributions and is developing options for the revitalization process. Differing views persist among the parties on what the revitalization process will entail. While the Government maintains that the revitalization initiative is a review of the implementation of the peace agreement and not a renegotiation, opposition factions consider it to be an opportunity to renegotiate and resuscitate important parts of the agreement. The leaders (former detainees) of the Sudan People's Liberation Movement (SPLM) have also not ruled out a partial renegotiation of the peace agreement.

12. From 16 to 18 October, several opposition groups, including the leaders (former detainees) of SPLM outside the Transitional Government of National Unity, the National Democratic Movement, the National Salvation Front, the South Sudan National Movement for Change and the Federal Democratic Party of South Sudan met in Nyahururu, Kenya, to harmonize their positions. Participants agreed to principles and a framework document for cooperation and to cease hostilities and negative propaganda towards each other. Representatives of the pro-Machar SPLM/A in Opposition, the United Democratic Republic Alliance and the People's Democratic Movement expressed their intent to participate in future meetings. In an 18 October press statement, the pro-Machar SPLM/A in Opposition group reiterated its readiness to engage in a transparent peace process, while questioning the impartiality of the high-level revitalization forum.

13. The African Union High Representative, the former President of Mali, Alpha Oumar Konaré, continued his engagement in support of the peace process. During the first two weeks of November he travelled to Ethiopia and South Africa to engage with the Chair of the African Union Commission, Moussa Faki Mahamat, and the President of South Africa, Jacob Zuma, to discuss how to advance the recent decisions of the African Union Peace and Security Council to bolster political support for the peace process. On 3 and 9 November, he also convened tripartite meetings of the African Union, IGAD and the United Nations, as called for by the Peace and Security Council.

**Other political developments**

14. On 6 September, the United States Department of the Treasury announced targeted sanctions on three South Sudanese officials for their roles in threatening the peace, security and stability of South Sudan. The Office of Foreign Assets Control designated Malek Reuben Riak Rengu, Deputy Chief of Defence and Inspector General of the Sudan People's Liberation Army (SPLA); Michael Makuei Lueth, Minister of Information, Communications Technology and Postal Services; and Paul Malong Awan, former Chief of General Staff of SPLA. The Government dismissed the action as unjustified and unhelpful to the peace process. On 3 November, the Government of Canada, acting under the Justice for Victims of Corrupt Foreign Officials Act, also announced targeted sanctions against the above-named individuals.

**Economic developments**

15. South Sudan faces serious economic challenges. Inflation and the depreciation of the South Sudan pound continue to undermine household purchasing power. For the twenty-third consecutive month, October 2017 registered triple-digit inflation, with the annual consumer price index increasing by 131.9 per cent. While food prices stabilized, basic services, including water, education, health and transport, showed significant price increases. Agricultural production continues to be hampered by insecurity and displacement, with the national output estimated to have declined by 6.3 per cent. The Government continued efforts at formulating a three-year national development strategy for the period from July 2018 to June 2021, aimed at consolidating peace and stabilizing the economy. In addition, consultations are ongoing with regard to the introduction of fuel subsidy reforms to ease fuel shortages and improve accountability.

**III. Security situation**

16. The security situation in greater Upper Nile remained tense, with reports of clashes between SPLA and the pro-Machar SPLM/A in Opposition. Intercommunal violence in Lakes and in the greater Bahr el-Ghazal region also resulted in civilian fatalities. Continued violations of the cessation of hostilities agreement also resulted in additional civilian displacement and human rights violations and increased humanitarian needs.

**Greater Upper Nile region**

17. On 11 September, clashes between SPLA and the pro-Machar SPLM/A in Opposition took place close to Adodo, south of Aburoc, on the west bank of the Nile. On 28 September, SPLA launched an offensive on the pro-Machar SPLM/A in Opposition in Atar, Panyikang County. In retaliation, SPLM/A in Opposition reportedly shelled SPLA positions in the Pagak area on 3, 9 and 11 October.

18. In Unity State, the security situation remained volatile, with reports of clashes between SPLA and the pro-Machar SPLM/A in Opposition in the central and southern areas of the State. On 6 September, SPLM/A in Opposition reported clashes in Patit and Lingpuot. Rumours of such attacks resulted in at least 500 persons seeking shelter at the UNMISS Temporary Protection Area in Leer. Between 9 and 13 September, SPLA and pro-Machar SPLM/A in Opposition forces clashed in Bieh, Koch County. On 18 September, it was reported that SPLA in Opposition had temporarily captured Nhialdiu town, leading to an unknown number of casualties, including civilians. Multiple sources reported clashes between the two forces in Nhialdiu and Nyeong, Rubkona County, on 24 and 25 September, resulting

in the withdrawal of Government officials and SPLA forces and the displacement of civilians. On 4 November, the two forces clashed in Ngop and Tarkhan, near Nhialdiu, with casualties on both sides. In Bentiu, armed groups exchanged fire near the eastern side of the UNMISS protection of civilians site, with some rounds fired directly towards UNMISS military personnel, who returned fire.

19. In Jonglei State, pro-Machar SPLM/A in Opposition and Lou Nuer youth from Nyirol and Akobo counties attacked SPLA in Waat on 1 October, followed by intermittent clashes throughout October. Multiple sources reported that SPLA used attack helicopters against SPLM/A in Opposition positions on the Waat airstrip on 7 October. SPLA claimed to have remained in control of Waat after pushing back Opposition forces. Intermittent clashes between the two forces were also reported at the end of October.

### **Greater Equatoria region**

20. In Eastern Equatoria, insecurity and criminal activities persisted in and around the town of Torit, resulting in displacement. Although organized forces conducted patrols to reduce criminal activities in the town, the local population reported that SPLA soldiers on night patrol harassed and physically assaulted a civilian on 21 September. Subsequently, on 25 September, an UNMISS patrol to Gonyoro village was stopped at an SPLA checkpoint in Ifwotu and denied passage.

21. In Central Equatoria, intermittent clashes between SPLA and pro-Machar SPLM/A in Opposition forces continued. On 4 September, SPLA officials in Yei alleged that there had been an Opposition attack on their bases in Ombaci, Yei County, and in Jambo and Kaya, Morobo County. SPLM/A in Opposition denied these allegations and accused the Government forces of attacking their base in Ombaci. Clashes between the two forces in mid-September led to civilian casualties in the Mugwo and Morobo areas. Renewed clashes in Kajo-keji County were reported on 17 and 31 October. On 18 October, the National Salvation Front reportedly attacked a pro-Machar SPLM/A in Opposition position in Bori, Liwolo County, killing three soldiers and allegedly looting military supplies.

22. Insecurity also persisted in Juba and its environs owing to criminal activity and the harassment of civilians. In an unexpected turn of events, tensions increased in Juba in early November, as some 200 SPLA forces surrounded the residence of former SPLA Chief of General Staff Paul Malong, following a presidential decree mandating the disarmament of his bodyguards. On 14 November, the Presidency announced that Paul Malong had agreed to the disarmament of his bodyguards and that he had been released from house arrest to seek medical attention in a third country. Efforts by senior Dinka leaders contributed to de-escalating tensions sparked by these developments.

23. In Western Equatoria, insecurity persisted and the presence of opposition elements was reported in some areas. In Yambio, on 10 September, the Commander of the South Sudan National Liberation Movement was killed, together with an unknown number of his bodyguards and family members, by Government forces reportedly attempting to arrest him. Meanwhile, incidents against the staff of non-governmental organizations increased, with armed robberies of staff members travelling between Tambura and Yambio on 25 and 26 September. A non-governmental organization compound in Yeri was also looted on 26 September. On 28 September, four civilians were reportedly abducted and tukul houses were burned down in Mudubai village by armed men. On 7 October, an alleged attack by the pro-Machar SPLM/A in Opposition on the SPLA position in Lui, Mundri East County, led to civilian displacement due to fear of further clashes. On 16 and 20 October, clashes between the two forces occurred in Farasika and Bahr-Olo on

the Maridi-Mundri road. Following reports of an Opposition presence in Mvolo and Mundri, SPLA continued to mobilize its forces from Gbudwe, Rumbek and Juba. On 27 October, Opposition forces allegedly ambushed an SPLA patrol in the village of Araka, Maridi County, resulting in two civilians injured. Between 1 and 2 November, the two forces also clashed in Kotobi and Yeri near the town of Mundri, leading to civilian displacement.

### **Greater Bahr el-Ghazal region**

24. On 26 September, an SPLA vehicle was ambushed in Western Bahr el-Ghazal near the town of Mangayat, reportedly resulting in the death of one SPLA soldier, two missing and two civilians injured. UNMISS conducted patrols to areas south of Wau town previously inaccessible owing to Government restrictions. On 28 September, the villages along the Wau-Bisselia road were reported as being largely deserted, with only SPLA forces present in Bussere and Taban. The area beyond the town of Taban, including Bazia, was reportedly under the control of the pro-Machar SPLM/A in Opposition. On 12 October, an UNMISS patrol to Baggari Payam observed many houses destroyed and no civilian presence along the Wau-Baggari road. While SPLA maintained its positions at Bringi, Boma, pro-Machar SPLM/A in Opposition forces claimed control over the Baggari area. On 18 October, an SPLA vehicle was attacked by armed men on the road from the town of Raga to Boro Medina, resulting in eight SPLA soldiers dead and nine injured.

25. In Warrap State, the Government-led voluntary civilian disarmament exercise continued in Tonj and Gogrial as part of the state of emergency declared by the President on 17 July. In Ajugo, on 3 September, SPLA soldiers reportedly killed two armed youth who refused to surrender their weapons. A civil society organization and community leaders reported that SPLA forces were harassing and looting civilians during the civilian disarmament exercise in the Aguok and Apuk areas. On 10 November, the Government extended the state of emergency in Wau, Tonj, Gogrial and Aweil East for three months to facilitate disarmament processes.

26. In Lakes, there were several security incidents involving armed men along major roadways. On 6 September, two trucks belonging to an international non-governmental organization were ambushed and robbed between Cueicok and Patre, Rumbek East County. A civilian vehicle travelling from Wulu County to the town of Rumbek was fired upon, injuring four passengers. On 19 September, armed men reportedly from Panyijar County attacked a vehicle travelling from Shambe to the town of Yirol, killing one police officer. An international non-governmental organization vehicle travelling from Rumbek to Aduel on 21 September and a public bus travelling from Wulu to Rumbek on 30 September were ambushed and robbed, resulting in injury to two passengers.

### **Intercommunal conflict**

27. Intercommunal tensions continued to affect the security environment, particularly in the greater Bahr el-Ghazal region, with reports of cattle-raiding, revenge killings and land disputes. Tensions escalated in Lakes among subsections of the Dinka Agar, with deadly clashes resulting in at least 23 casualties. Despite the deployment of SPLA forces, intercommunal violence continued in Warrap, with clashes between armed youth of the Kuac and Apuk communities reported on 4 and 5 September, resulting in at least 21 casualties. Intercommunal violence also continued between armed youth from Kuac South and Kuac North Counties, with deadly attacks reported in a village in Apuk South County as well as in Apuk West County. In Northern Bahr el-Ghazal, clashes between the Misseriya and the Dinka Malual along the border with the Sudan on 2 October resulted in six deaths and

civilian displacement. Meanwhile, in Unity, a major cattle-raiding incident allegedly perpetrated by armed youth in Pakur, Gany County, resulted in 28 killed and 35 injured.

#### **IV. Humanitarian situation**

28. The humanitarian crisis continued to deepen due to the impact of armed conflict, rapidly deteriorating economic conditions, flooding in some parts of the country, disease, intercommunal violence and displacement. Some 4 million South Sudanese have been forced to flee their homes: some 1.9 million are internally displaced and another 2.1 million have sought refuge in neighbouring countries, including the Central African Republic, the Democratic Republic of the Congo, Ethiopia, Kenya, the Sudan and Uganda. As at 15 October, Uganda alone hosted more than 1 million South Sudanese refugees, most of them women and children. The South Sudan refugee crisis remains among the fastest-growing refugee situations in the world.

29. On 6 November, the United Nations released the findings of the Integrated Food Security Phase Classification (IPC) for the period from September 2017 to March 2018. The harvest season in South Sudan began in September 2017, with 6 million people (56 per cent of the total population) estimated to be severely food insecure, out of which 40,000 were classified as being in “Famine/Humanitarian Catastrophe” at the household level (IPC Phase 5) and 2 million facing “Humanitarian Emergency” (IPC Phase 4) food insecurity. Post-harvest gains from October to December are expected to reduce the number of severely food insecure people to 4.8 million, with 25,000 classified in IPC Phase 5 in Catastrophe phase. However, it is anticipated that earlier than normal start of the lean season will result in an estimated 5.1 million people being classified as severely food insecure from January until March 2018, with 20,000 people in Catastrophe phase. An estimated 1.1 million children are acutely malnourished, including close to 280,000 children suffering from severe acute malnutrition.

30. The ongoing conflict and the rainy season have increased susceptibility to disease, with more than 1.57 million malaria cases and nearly 2,500 related deaths reported since January 2017. More than 77,500 people are infected by malaria every week, the majority of whom are children under five years of age. Since June 2016, South Sudan has experienced the deadliest cholera outbreak since gaining its independence in 2011. Cumulatively, as at 3 November, 21,426 cholera cases, including 441 deaths, with a case fatality rate of 2.06 per cent, have been reported in 26 counties in South Sudan. An estimated 1,070 cases of measles, with 24 deaths, have been reported, mostly affecting children under the age of 5. As at 8 October, an estimated 2,173 cases of kala-azar (visceral leishmaniasis), a deadly parasitic tropical disease, have been reported in 2017, with 47 related deaths and a case fatality rate of 2.2 per cent.

31. In addition to constraints created by the rains and poor road conditions, active hostilities, access incidents and bureaucratic impediments continued to seriously curtail humanitarian access. The reported number of monthly access incidents totalled 101 in September and 116 in October, 44 and 57 per cent of which, respectively, were attributed to State actors. Two aid workers were killed, bringing the total number of humanitarian workers killed in 2017 to 19. Clashes and insecurity continued to negatively impact the timely delivery of humanitarian assistance, including by forcing humanitarian workers to be relocated for extended periods of time. In September, at least 89 aid workers were forced to relocate, hindering humanitarian operations. For example, in Koch County in Unity, partners

relocated and suspended food airdrops and distributions following reports of insecurity, affecting nearly 25,000 people in need. In a positive development, after active humanitarian negotiations, humanitarian partners were able to reach more than 12,000 people around Baggari outside Wau in Western Bahr el-Ghazal and about 14,000 people in Lainya County in Central Equatoria with life-saving assistance for the first time in nearly a year. Rent-seeking behaviour by authorities also continued, including requests for costly payments for work permits from international organizations.

32. Despite these challenges, humanitarian operations in South Sudan have reached more than 4.7 million people with assistance and protection since the beginning of 2017, against a targeted 6.7 million in need. As at 30 September, this included 4.6 million people who received food and livelihood assistance, more than 2.1 million people who were able to access improved water sources, nearly 1.2 million people who received humanitarian protection services, more than 600,000 people, including 160,000 children, who were treated for malnutrition and 1,692,963 children aged between 6 and 9 months vaccinated against measles.

33. The Humanitarian Response Plan for 2017 remains underfunded, with a 30 per cent, or \$500 million, gap in the required \$1.6 billion.

## **V. Implementation of the mandated tasks of UNMISS**

### **A. Protection of civilians**

34. UNMISS continued to follow a three-tiered approach to the protection of civilians. Under the first tier, protection through dialogue and political engagement, my Special Representative exercised his good offices to engage national and local authorities, including the President, the First Vice-President, key line ministers and senior military officials, as well as local authorities in Western Bahr el-Ghazal and Jonglei States. In those engagements, he stressed the Government's responsibility to protect civilians and the need for all parties to observe the ceasefire and to ensure unhindered access for UNMISS and humanitarian actors. In Wau, he engaged with local officials specifically on improving cooperation with UNMISS and humanitarian partners to create an enabling environment for the voluntary return of displaced civilians. UNMISS also delivered 28 workshops at the subnational level on conflict management, reconciliation, social cohesion and promotion of the role of women and youth in peacebuilding, reaching 10,799 participants from UNMISS protection of civilians sites, state and county officials, traditional leaders and youth and women's representatives across the country. UNMISS continued to provide support to a pastoral migration border committee established between Amadi, Gok, Eastern Lakes, Western Lakes and Terekeka States, and facilitated a dialogue for Murle leaders in Kuron, Eastern Equatoria, which was mediated by the South Sudan Council of Churches, as well as a dialogue conference of Murle leaders and communities in Pibor, Jonglei, to advance intra-Murle reconciliation. In Rumbek, UNMISS collaborated with local authorities to facilitate dialogues between subclans involved in the Rup and Kuei/Pakam conflict. In addition, UNMISS delivered two workshops on national identity for state parliamentarians, women and youth and traditional and religious leaders in Bentiu.

35. Under the second tier, protection of civilians under threat of physical violence, as at 9 November, UNMISS continued to protect 209,885 internally displaced persons in six protection sites. This included 112,140 in Bentiu, 38,113 in Juba, 24,424 in Malakal, 651 in Melut, 2,532 in Bor and 32,025 in Wau. A temporary protection area in Leer, southern Unity, also continued to host more than 1,000

displaced persons. To reinforce the civilian character of the sites, UNMISS maintained weekly meetings with community leaders and established town hall meetings in the Bentiu, Malakal and Wau sites to share the Mission's responses to security incidents and to promote active community involvement in curtailing criminal activity.

36. UNMISS conducted 216 search operations in protection of civilians sites, which resulted in the confiscation of prohibited items such as weapons, ammunition, illicit drugs and stolen United Nations property. As at 14 November, a total of 29 persons suspected of being responsible for serious security incidents within the protection sites were detained in the UNMISS holding facilities in Bentiu, Juba and Malakal. A total of 366 crime and security incidents were recorded within the protection sites during the reporting period, with the highest incidence reported in Juba (119 incidents) followed by Bentiu (107 incidents) and Malakal (65 incidents). The most prevalent security incidents recorded were assault (64) followed by theft (45). Of particular concern is the significant increase in serious security incidents in and around the UNMISS protection site in Bentiu, with reports of suspected abductions (on 6 and 13 September and 9 October), robberies (on 22 September and 10 and 11 October) and armed men firing into the protection site (on 13 and 26 September). The last incident resulted in the death of one resident and three injured residents. On 15 October, UNMISS attempted to stop five armed men from exiting the Bentiu protection site as they tried to breach the perimeter berm. During a subsequent search operation in the site, UNMISS peacekeepers were fired upon by the same five armed men. Peacekeepers returned fire, injuring two of the perpetrators, who subsequently died from their injuries. In response, UNMISS intensified its patrols in and around the protection site, while working with site residents to improve security. In the same reporting period, the Government agreed to investigate two incidents of sexual violence involving six suspects currently in UNMISS holding facilities and to determine whether to pursue criminal charges through the formal justice system.

37. UNMISS also continued to focus on deterring and mitigating violence against civilians in areas beyond its protection of civilians sites. During the reporting period, a total of 46,137 patrols were conducted, including regular patrols outside the protection of civilians sites in Juba, Bentiu, Bor, Malakal and Wau. The weapons-free-zone concept, currently being implemented around the protection sites in Juba, is now being introduced in Bentiu in order to deter the incursion of criminal elements and the introduction of weapons into the protection sites. Efforts also included continued proactive deployment and patrolling to areas affected by or threatened by conflict, including dismounted integrated patrols comprising military, police and civilian personnel to assess the situation and facilitate engagement with host communities and displaced persons. UNMISS also conducted patrols to SPLM/A in Opposition-held Akobo, in north-eastern Jonglei, and held discussions on the re-establishment of an UNMISS presence in the area, in an effort to deter and mitigate conflict, and to create an environment conducive for humanitarian assistance and the eventual return of internally displaced persons. In the protection of civilians sites in Juba, Bentiu, Malakal and Bor, sensitization campaigns reminded women to adhere to the schedule of regular firewood patrols conducted by UNMISS peacekeepers to reduce the threat of sexual assault.

38. Under the third tier, establishment of a protective environment, UNMISS continued engaging with national and local authorities and civil society, including through weekly meetings on protection-focused tasks in protection sites and sensitization campaigns in areas without protection sites. The Mission, together with humanitarian partners, facilitated visits for displaced civilians in Bor who were willing to return to their homes. The Mission also worked with humanitarian actors

to support the return of displaced civilians from the Melut protection site, and has engaged in Wau with local authorities and community representatives on the development of an action plan to create a protective environment for return. Within the framework of the Global Open Day on Women, Peace and Security, UNMISS held meetings across the country over a set of recommendations on women's participation, prevention of conflict, protection of women and girls from sexual and gender-based violence and enhancing livelihoods. UNMISS, with support from the United Nations Development Programme (UNDP), led a viability study to gauge existing capacities within the national justice system to promote access to justice for conflict-related crimes against women and children. Preliminary information suggests that adequate legal and structural frameworks exist to support the establishment of a dedicated unit to investigate and prosecute these crimes. UNMISS also provided technical assistance on a practice-based manual funded by UNDP to guide national investigators and prosecutors and participated in a sensitization workshop for national police on the investigation and prosecution of sexual violence cases.

39. On 25 October, the United Nations Mine Action Service commenced clearance operations in Yei, Central Equatoria, on land earmarked for the establishment of an additional UNMISS operating base. The Mine Action Service also handed over cleared land in Bentiu, Upper Nile, for a collective settlement site for displaced civilians and returnees, as requested by the Office of the United Nations High Commissioner for Refugees (UNHCR). In collaboration with UNMISS, the Mine Action Service also accompanied joint patrols in Eastern Equatoria, Jonglei and Western Bahr el Ghazal. Explosive detection dog teams were also deployed to Bor and Wau to enhance safety control procedures for entering the respective Mission premises and protection of civilians sites.

## **B. Monitoring and investigating human rights**

40. The human rights environment in South Sudan continued to deteriorate. Ongoing military hostilities continue to impact civilians, who were subjected to indiscriminate and targeted killings, conflict-related sexual violence, looting and destruction of their properties. During the reporting period, UNMISS recorded the killing of 134 civilians, including 42 women, and 79 injuries, including to 21 women, as a direct result of conflict-related and intercommunal violence. Limitations inherent to the operating environment, including denial of access by authorities, continued to adversely affect the Mission's ability to investigate alleged human rights violations and abuses. In September, human rights teams experienced 12 incidents of denied access by SPLA soldiers at various checkpoints.

41. Both Government and opposition forces were responsible for reported violations and abuses. For example, at least four female civilians were allegedly killed by pro-Government forces in Adodo, Upper Nile, during the clashes on 11 September. In Aburoc, Upper Nile, pro-Government soldiers occupied a women's centre and three primary schools that were sheltering displaced civilians. UNMISS also documented 16 incidents of conflict-related sexual violence in the country against at least 35 female civilians, including 14 children, between August and October. Eight incidents were attributed to SPLA, four to the pro-Taban Deng faction of SPLM/A in Opposition, one to the pro-Machar SPLM/A in Opposition and three to unidentified gunmen. To date, there is no information to indicate that any of these incidents have been prosecuted.

42. Conditions of detention in police and prison facilities do not meet minimum international human rights standards and therefore remain an issue of concern. The practice of prolonged and arbitrary detention continued, with documented cases of

SPLA detaining civilians in military facilities in Western Equatoria, and incidents in which the National Security Services and a local Governor have arrested members of the legislative assembly in Cueibet, Gok and Yirol East Counties in Lakes without charge.

43. Concerns about the administration of justice in South Sudan persist. UNMISS recorded 31 death penalty cases, including 20 in Wau, 9 in Renk and 2 in Maban. As most criminal defendants in South Sudan lack legal representation, including in death penalty cases, the circumstances surrounding the imposition of the death penalty raise concerns about fair trial rights and, thus, compliance with international standards. On 8 September, the General Assembly of Justices and Judges ended the judicial strike initiated in May, following reported assurances that their grievances, including the dismissal of 14 judges pursuant to the presidential decree of 12 July, would be looked into. At least 74 judges resumed their duties. To date, however, none of the 14 dismissed judges has been reinstated. Moreover, one of the affected judges filed a complaint before the East African Court of Justice on 13 September, challenging the legality of the dismissal. From 25 October to 1 November, the special tribunal constituted to try those accused of committing various crimes and human rights violations at the Terrain hotel compound in July 2016 held its hearings in closed session, which UNMISS and other observers continued to monitor for compliance with national and international human rights standards. Victims are reported to have testified before the tribunal, some in person and others via video. The most senior-ranking suspect in the case was reported to have died in custody on 20 October, allegedly due to illness. Hearings continued in November with the remaining 11 accused soldiers.

44. On 16 October, the Transitional National Legislative Assembly unanimously voted in favour of ratifying the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa. South Sudan signed the Protocol on 24 January 2013. The vote requires endorsement by the President.

45. During the reporting period, UNMISS continued to conduct public-awareness campaigns and to carry out training sessions on human rights, reaching over 4,510 individuals, including 1,951 women. For example, from 20 September to 14 October, UNMISS organized public awareness-raising events in Juba, with the aim of reducing ethnic polarization and promoting social cohesion.

46. Between 4 and 8 September, members of the Commission on Human Rights in South Sudan, established by the Human Rights Council, visited Juba and several locations in Eastern Equatoria, meeting with Government officials, representatives of civil society and the diplomatic community. An interactive dialogue on the human rights situation in South Sudan was convened on 18 September during the thirty-sixth session of the Human Rights Council. The secretariat of the Commission on Human Rights, located in Juba, supports the work of the Commission.

47. During the reporting period, the United Nations country task force on monitoring and reporting documented 99 incidents of grave violations affecting 1,682 children (1,007 boys, 653 girls and 22 individuals whose sex is unknown), of which 44 were verified. These included incidents of killing and maiming, the recruitment and use of children and attacks on and use of schools and hospital facilities for military purposes. A total of 16 schools remain occupied and are being used for military purposes, and four health facilities have been attacked and looted by armed groups. The United Nations continued to advocate at different levels for armed elements to vacate these civilian premises. UNMISS and the United Nations Children's Fund continued to engage with the parties to the conflict on child protection measures and supported the efforts of the National Disarmament, Demobilization and Reintegration Commission to screen and verify children

reportedly affiliated with armed groups in Yambio, Western Equatoria. In addition, UNMISS conducted 4 training sessions on child protection for SPLA personnel, benefiting 258 officers, including 16 women, as well as 24 training sessions for 1,502 participants (including 155 women) from among UNMISS personnel and civil society.

### **C. Creating the conditions conducive to the delivery of humanitarian assistance**

48. UNMISS continued to provide force protection to humanitarian partners to facilitate the delivery of humanitarian assistance to communities across South Sudan. UNMISS also improved the conditions of main supply roads, enabling humanitarian actors to deliver assistance to remote areas. In mid-September, in response to the situation in Adodo, south of Aburoc in Upper Nile, UNMISS coordinated force protection for the evacuation of humanitarian workers from Aburoc to Malakal and subsequently carried out regular dynamic air patrols to Kodok and Aburoc to assess the security situation for the return of humanitarian actors and to show its presence in order to promote the safety of humanitarian actors working in the area. In mid-October, UNMISS helped to create secure conditions through long-duration patrols and force protection to enable the delivery of humanitarian assistance in the Magwi area and along the Magwi-Torit road, south-east of Juba.

49. During the reporting period, the United Nations Mine Action Service removed and destroyed one item of unexploded ordnance discovered within the UNMISS Pibor base and provided technical advice to the Mission on planned engineering works along the Juba-Yei road. As requested by humanitarian actors, explosive hazards were destroyed in Kodok and Aburoc, Upper Nile. The Mine Action Service deployed 27 mine action teams to survey and clear roads, airstrips and helicopter landing sites to enable security and humanitarian access. In addition, 678,912 m<sup>2</sup> were surveyed and released and a further 2,466 explosive hazards and 2,990 small arms and ammunition were removed and destroyed.

### **D. Supporting the implementation of the peace agreement**

50. Implementation of the peace agreement remained minimal. My Special Representative utilized his good offices to advocate for the full implementation of the peace agreement, and underscored the importance of the IGAD-led high-level revitalization forum, including through regular meetings with President Kiir and national leaders in Juba, as well as with state and local actors. He also held a series of direct bilateral engagements with representatives of key donors and Member States in New York on the sidelines of the General Assembly to further highlight the current situation on the ground, including speaking at a high-level event organized by the Office for the Coordination of Humanitarian Affairs. In addition, my Special Representative addressed the meeting of the African Union Peace and Security Council, where he reiterated the support of the United Nations for regionally led peace efforts. UNMISS also continued supporting the work of the Joint Monitoring and Evaluation Commission by facilitating a forum to align the positions of international partners ahead of the Commission's plenary meetings and by participating in the Commission's working committees.

51. UNMISS continued to support the operations of the Ceasefire and Transitional Security Arrangements Monitoring Mechanism by providing force protection, facilitating the movement of the Mechanism's 16 monitoring and verification teams

and participating in integrated patrols during field visits. UNMISS also provided planning support for the ongoing redeployment of the monitoring and verification teams and deployed liaison officers from its military, police and security components to the national Joint Operations Centre established in Juba in October 2017, mandated to coordinate the activities of security forces within a 25-km radius of Juba.

52. In support of the establishment of the Joint Integrated Police, UNMISS continued to work with the joint management team comprising officers from the South Sudan National Police Service and the pro-Taban Deng SPLM/A in Opposition. Of the 1,230 Joint Integrated Police recruits who graduated in June, 917 (including 174 women) successfully completed the training supported by the United Nations police, in cooperation with UNDP, and were deployed in nine areas within Juba. United Nations police personnel offered advisory support to the newly deployed recruits, while providing remedial training to the remaining 336 officers in line with the human rights due diligence policy.

53. There has also been minimal progress in the establishment of transitional justice mechanisms under chapter V of the peace agreement. In September, the technical committee created to support the establishment of the Commission for Truth, Reconciliation and Healing initiated sensitization activities and media broadcasts, including broadcasts in local languages. From 16 to 21 October, with UNMISS logistical and technical support, the technical committee conducted sensitization campaigns in Bentiu, Leer, Yei, Mundri, Aweil, Kuajok, and Renk to raise awareness of the mandate of the Commission. The Minister of Justice and Constitutional Affairs has submitted the draft legal instruments for the establishment of the Hybrid Court for South Sudan to the Council of Ministers for approval. The legal instruments are still pending approval.

54. In addition, the United Nations has begun implementation of a joint project in support of reconciliation efforts at national and community levels, with a financial contribution from the Peacebuilding Fund of \$3 million. Project implementation is closely coordinated with related national, regional and international efforts.

## **VI. Mission staffing and status of deployment**

55. As at 12 November, the strength of UNMISS civilian personnel stood at 2,663, including 878 international staff members (225 women, 26 per cent), 1,385 national staff members (195 women, 14 per cent) and 400 United Nations Volunteers (126 women, 32 per cent).

56. As at the same date, UNMISS police strength stood at 1,667 of the authorized 2,101 officers, including 614 individual police officers (115 women, 19 per cent), 987 personnel in formed police units (133 women, 13 per cent) and 66 correction officers (18 women, 27 per cent). The arrival of a Ghanaian formed police unit of 170 officers in Wau and the deployment of the all-female Rwandan formed police unit in Juba is expected in February 2018.

57. During the reporting period, UNMISS troop strength stood at 12,933 military personnel, including 159 military liaison officers (8 women, 5 per cent), 357 military staff officers (28 women, 7 per cent) and 12,417 military contingent personnel (424 women, 3 per cent).

58. Out of the authorized 4,000 regional protection force troops, 742 have been inducted to date, including 11 out of the 55-person headquarters element, full complements of the Bangladesh Engineering Unit and the Nepalese High Readiness

Company, and the advance infantry companies of the Ethiopian and Rwandan Battalions.

59. UNMISS continued to implement a conduct and discipline programme focused on the new approach regarding special measures for protection from sexual exploitation and abuse outlined in the report of the Secretary-General (A/71/818 and A/71/818/Corr.1). UNMISS conducted refresher briefings for all personnel, aimed at raising awareness of the new approach, emphasizing the principles of zero tolerance and no excuse for sexual exploitation and abuse, and adding that there is “no second chance”. During the reporting period, UNMISS recorded 15 conduct and discipline allegations, bringing the current total number of open allegations to 107. In addition, UNMISS continued to undertake risk assessments and established community-based complaint mechanisms to provide local community members with a channel to report alleged sexual exploitation and abuse and other serious misconduct by United Nations personnel. The UNMISS-appointed advocate and focal point for victims’ rights also continued to coordinate the Mission’s support for victims of sexual exploitation and abuse.

## **VII. Violations of the status-of-forces agreement, international humanitarian law and security of United Nations personnel**

60. During the reporting period, UNMISS recorded 47 incidents involving violations of the status-of-forces agreement. Of particular concern was an incident that occurred in Juba on 21 September, involving an UNMISS convoy returning to the Mission’s Tamping base near Juba International Airport, which was stopped by National Security Service officers at a checkpoint and directed to move to the second UNMISS base in Juba at United Nations House. While negotiations were ongoing, more than 100 National Security Service officers surrounded the UNMISS convoy and assaulted the UNMISS commander, drawing their weapons. The next morning, the same convoy was stopped by National Security Service officers at the same location. Following the intervention of senior UNMISS and Government officials, the UNMISS convoy was allowed to move to the UNMISS Tamping base later in the day. In a letter addressed to the UNMISS Force Commander dated 26 September, the Minister of Defence apologized for the physical assault of the contingent commander and indicated that the Ministry would investigate the incident.

61. In total, 30 incidents involving restrictions of movement affecting UNMISS operations were recorded; nine cases of interference with the implementation of UNMISS mandated tasks, in particular with monitoring and reporting on the human rights situation; and five new cases of arrest and detention of UNMISS personnel. In four cases, release of personnel was secured within a day. In the fifth case, the staff member, who was held for two days, reported ill treatment while in detention. The whereabouts of two other staff members arrested in 2014 remains unknown. Despite multiple requests directed at the highest levels of Government, UNMISS has been denied access to visit the two staff members since 2015.

62. In line with a trend observed in earlier reporting periods, new cases involving violations of the obligation to facilitate entry into South Sudan were also recorded, which affected the deployment of incoming UNMISS Military Staff Officers. Furthermore, visa fees were imposed on 27 newly recruited UNMISS personnel by officers of the Directorate of Nationality, Passports and Immigration upon arrival at Juba International Airport. In addition: there were nine recorded cases of UNMISS personnel and contractors being harassed, threatened or assaulted; three recorded cases of searches of UNMISS vehicles and one attempted search; and three recorded

cases of UNMISS property being seized or impounded. All these incidents resulted in disruptions and delays to UNMISS operations.

63. Six incidents involving the pro-Machar SPLM/A in Opposition were recorded. Three incidents (two in Upper Nile and one in Jonglei) entailed violations of freedom of movement, and three involved disregard for the inviolability of UNMISS premises.

64. The Mission continues to notify the Government of violations through notes verbales as well as through in-person meetings with relevant officials. A monthly matrix of incidents also continues to be provided to the Government.

65. The United Nations Mission in South Sudan continued to implement security risk management measures to prevent and mitigate threats to United Nations personnel, premises and assets. These measures included the enhancement of the physical protection of United Nations premises, the use of alert and revised staff tracking systems and closer cooperation, information-sharing and liaison with Government security agencies. These security measures are designed to improve early warning capabilities and to enable a timely and effective response to security incidents.

66. To promote understanding of the UNMISS mandate, the Mission enhanced its communications and outreach strategy by increasing multimedia content production and engagement with the local population, showcasing, in particular, the peacekeepers' active support for building durable peace and protecting civilians. Daily and weekly radio programmes broadcast by Radio Miraya, the Mission's radio station, continued to promote national and local dialogue and peace initiatives from across South Sudan.

## **VIII. Financial aspects**

67. The General Assembly, by its resolution [71/308](#), appropriated the amount of \$1,071,000,000 for the maintenance of the Mission for the period from 1 July 2017 to 30 June 2018. As at 10 November 2017, unpaid assessed contributions to the UNMISS Special Account amounted to \$120.5 million. Total outstanding assessed contributions for all peacekeeping operations at the same date amounted to \$1,812.9 million. Reimbursement of troop and formed police costs has been made for the period up to 31 August 2017, while reimbursement of the costs of contingent-owned equipment has been made for the period up to 30 June 2017, in accordance with the quarterly payment schedule.

## **IX. Observations and recommendations**

68. The revitalization of the South Sudan peace process takes on even more urgency as the conflict, which has left no part of the country unscathed, enters its fifth year. As shown by this report, political and security dynamics continue to outpace regional and international efforts to facilitate a resolution of the crisis. Hostilities between SPLA and pro-Machar SPLM/A in Opposition forces persist across strategic areas of the greater Upper Nile and the greater Equatorias, while intercommunal violence and rising tensions within the Government and among its elite have negatively affected the security environment in the greater Bahr el-Ghazals and in the capital, Juba. The Government is moving forward with its national dialogue process, while at the same time selectively implementing some parts of the peace agreement. Even more worrisome is the push by the Government towards elections at the end of the transition. Meanwhile, the economy is in crisis,

humanitarian needs are deepening and civilians continue to be subject to appalling levels of violence and atrocities.

69. Given the apparent unwillingness of the parties to renounce further military advances, despite repeated calls by the region and international community to do so, I now fear that more violence and upheaval is to be expected with the imminent start of the dry season and as various political struggles are triggered by a push to end the transition in 2018 and hold elections. Further hostilities and political discord will only bring more human suffering. I therefore appeal, once again, to all South Sudanese stakeholders to fully embrace the revitalization process, cease all hostilities and engage in an inclusive, transparent and constructive dialogue, and make the compromises necessary to achieve sustainable peace in the country. As the past four years have already proved, only an inclusive political solution will allow the people of South Sudan to return to their homes, re-establish their livelihoods, and enjoy durable peace, development and a life in dignity

70. It was with this dire outlook in mind that in September, on the sidelines of the General Assembly, I hosted a high-level event on South Sudan, co-facilitated by IGAD and the African Union, to agree on collective measures to support the revitalization of the political process in South Sudan. I was encouraged by the African Union's call for the region to speak with one voice and its expression of intent to consider punitive measures against those who seek to spoil the peace process. I also wish to commend the efforts made by IGAD ministers to engage all parties in advance of the high-level revitalization forum. While this unity of purpose is encouraging, much more will need to be done if we are to sustain a coordinated strategy to influence a change in trajectory for South Sudan. Under the leadership of my Special Representative in South Sudan and my Special Envoy based in Ethiopia, the United Nations remains committed to working with all South Sudanese stakeholders, and in support of efforts of the African Union, IGAD and other regional and international partners, to secure a peaceful resolution of the conflict. I urge the Security Council to respond in kind, utilizing all tools at its disposal to support an immediate end to this conflict.

71. I am appalled by the staggering toll this conflict has taken on the civilian population. With tireless dedication, humanitarian partners have delivered life-saving assistance and protection to at least 4.7 million people in 2017. However, humanitarian workers are faced with an increasingly difficult operating environment as a result of insecurity. Humanitarian compounds and supplies have been looted and vandalized, and humanitarian actors increasingly face violence and incidents of armed robbery. At least 86 humanitarian workers have been killed in South Sudan since December 2013, including 19 in 2017 alone. I call on all parties to immediately cease their attacks on humanitarian actors and ensure their safe and unhindered access to all areas of the country in order to avert the spread of famine and ensure that life-saving assistance can be provided to vulnerable populations.

72. I am encouraged to note that UNMISS has further intensified its active patrolling in areas affected by or at risk of conflict to protect civilians from physical violence and establish a protective environment. At the same time, the Mission and its humanitarian partners continue to face numerous security incidents, including harassment and the obstruction of patrols. I welcome the continuing deployment of the regional protection force, which will enhance UNMISS capacity and free the Mission's peacekeepers to further extend their presence, particularly in the Equatorias. In that regard, I renew earlier calls for troop-contributing countries to expeditiously deploy the remaining capabilities, which are critical to enable UNMISS to effectively deliver on its mandate. Similarly, I call upon the Government to abide by its commitments to remove obstructions and other violations of the status-of-forces agreement, to facilitate UNMISS operations,

including the rapid deployment of the full authorized strength of the regional protection force, and to allow all UNMISS and humanitarian operations unfettered access.

73. The human rights situation in the country continues to raise extreme concern. Extrajudicial killings of civilians, arbitrary arrests and detentions, conflict-related sexual and gender-based violence, the repression of the media, and the harassment of political opponents continue unabated. These violations must stop and concrete actions must be taken to hold perpetrators accountable, including through the establishment of the transitional justice mechanisms envisaged under the peace agreement.

74. As the Security Council is due to consider the extension of the UNMISS mandate, and given that the strategic review of UNMISS is currently under way, I recommend that the Mission's current mandate be extended for two months to allow for the completion of the review and your consideration of its recommendations.

75. Finally, I wish to express my sincere appreciation and gratitude to UNMISS personnel, who, under the able leadership of my Special Representative, David Shearer, continue to work courageously to protect hundreds of thousands of civilians, safeguard human rights, facilitate the work of humanitarian actors to deliver much-needed assistance, and promote an inclusive political process. I particularly thank the troop- and police-contributing countries that have provided essential uniformed personnel and assets to the Mission. I further commend the United Nations country team and non-governmental organization partners for their tremendous courage and sacrifice in providing vital humanitarian assistance to the population, under increasingly arduous conditions. I also thank my Special Envoy, Nicholas Haysom, for his support to the peace process at the regional level, and I commend the efforts of the African Union, IGAD and the Joint Monitoring and Evaluation Commission to partner with the United Nations in helping the people of South Sudan to fulfil their longstanding aspirations for peace and security.

