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Report of the Secretary-General on South Sudan

I. Introduction

1. The present report is submitted pursuant to Security Council resolution [2155 \(2014\)](#), by which the Council extended the mandate of the United Nations Mission in South Sudan (UNMISS) until 30 November and requested that I report on the implementation of the Mission's mandate every 60 days. The report provides an update on developments from 25 July, the date of my previous report ([S/2014/537](#)), to 24 September 2014, including on force generation, the reconfiguration of UNMISS and the review of the staffing of the Mission, as requested in paragraphs 8 and 9 of the resolution.

II. Political developments

2. While the Intergovernmental Authority on Development (IGAD), supported by international partners, continued its efforts to mediate a political settlement of the conflict in South Sudan, the parties have thus far made little concrete progress. They have continued to engage in sporadic fighting on the ground, with severe consequences for the civilian population, a deepening humanitarian crisis and violations of the cessation of hostilities agreement.

3. Following a six-week adjournment, peace negotiations were reconvened in Addis Ababa on 4 August. In accordance with the agreement of 9 May to resolve the crisis in South Sudan, negotiations were conducted in the format of multi-stakeholder round-table discussions. The 60-day deadline for the completion of negotiations on transitional arrangements expired on 10 August without the formation of a transitional government of national unity. The talks nevertheless continued, with the establishment of three committees for participants to discuss provisions on security, governance and economic and financial management during a period of transition. On 16 August, however, the talks were again derailed when the Government decided to suspend its participation until the Sudan People's Liberation Movement/Army (SPLM/A) in Opposition signed the cessation of hostilities implementation matrix. The Government also demanded that the mediation team revise its decision-making formula for the talks, in particular the definition of "sufficient consensus".

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4. On 21 August, following a briefing by Seyoum Mesfin, the Chairperson of the IGAD special envoys, the African Union Peace and Security Council, in a communiqué, urged the parties to immediately end the fighting and expeditiously conclude the IGAD-facilitated talks. It also reiterated its readiness to impose targeted multilateral sanctions and other punitive measures against any party that failed to honour its commitments and continued to undermine the search for a negotiated solution to the conflict.

5. The lack of progress at the talks set the stage for an extraordinary summit of IGAD Heads of State in Addis Ababa, held on 25 August. The summit, chaired by the Prime Minister of Ethiopia and IGAD Chairperson, Hailemariam Dessalegn, was attended by all IGAD member States, including Salva Kiir, President of South Sudan, and the leader of SPLM/A in Opposition, Riek Machar. The purpose of the summit was threefold: to secure the signature by both sides of a revised matrix on the implementation of the cessation of hostilities agreement; to obtain a final agreement on the participation of all stakeholders in the negotiations and resolve the impasse over decision-making modalities during the talks; to obtain an agreement by the two leaders on a power-sharing formula within a transitional government.

6. Unfortunately, none of the three targets was met. The chief negotiators of the warring parties signed a statement entitled “Rededication of and implementation modalities for the cessation of hostilities agreement”, but their signatures did not appear on the revised matrix and the addendum thereto. No final resolution of the dispute on stakeholder participation and decision-making in the talks was found, and President Kiir and Mr. Machar were unable to reach agreement on a power-sharing formula. The IGAD Heads of State and Government, however, endorsed a protocol on agreed principles on transitional arrangements towards resolution of the crisis in South Sudan and called upon stakeholders to conclude an agreement establishing a transitional government of national unity within 45 days and to operationalize the principles set out in the protocol.

7. The protocol confirmed President Kiir as the Head of State, Government and the armed forces for an interim period of 30 months, as well as his powers to appoint a Vice-President, a position currently held by James Wani Igga. The SPLM/A in Opposition was granted authority to nominate a Prime Minister, mandated to coordinate the implementation of the agenda for the transition. The nominee would have to be agreed on by the President and would not be able to run for any public office in the national elections at the end of the transitional period. The IGAD Heads of State also called upon SPLM/A in Opposition to sign the protocol, adding that those who obstructed the peace process would be held responsible and be denied participation in future political arrangements.

8. SPLM/A in Opposition rejected the Protocol, stating that it heavily favoured President Kiir and the Government. It also denied having signed the implementation matrix, declaring that the signature of the rededication statement indicated its endorsement of only the cessation of hostilities agreement, not of the implementation matrix. Former detainees and other political parties also criticized the protocol. They argued that it diverged from their views on transitional arrangements and on the right of political leaders under the transition to run for office thereafter. Accordingly, they have argued in favour of reverting to discussions that had taken place prior to the summit of 25 August. On 15 September, the national Legislature, in a session attended by members of the Council of States and

the National Legislative Assembly, endorsed the IGAD protocol of 25 August as a working document, amid concerns raised by the political opposition over the proposed power-sharing arrangements.

9. Disagreements on the protocol also caused divisions within the Political Party Leadership Forum. On 13 September, Lam Akol and some other members of the Forum were prevented from boarding a flight from Juba to Ethiopia, where the sixth session of the peace talks officially commenced on 22 September.

10. During the Independence Day ceremonies on 9 July, remarks made by Government officials that the adoption of federalism would lead to violence heightened tensions in Juba and the Equatorias, as many Equatorians favour federalism. Since July, the federalism debate has largely faded from public forums, although it remains a sensitive subject, particularly in the context of controlling natural resources.

11. On 24 July, President Kiir signed a decree establishing the Greater Pibor Administrative Area, an autonomous area within Jonglei State. This was followed on 30 July by the appointment of David Yau-Yau to the position of Chief Administrator. Mr. Yau-Yau was sworn in by the President on 12 August. The establishment of the Area is one of the provisions of the agreement on the resolution of the conflict in Jonglei State of 9 May 2014 between the Government and the South Sudan Democratic Movement/South Sudan Defence Army Cobra Faction, led by the Chief Administrator. Mr. Yau-Yau is currently touring the Area and establishing county commissioner positions, but has not received a development budget as yet.

12. On 12 August, the National Legislative Assembly, in a session attended by 202 of 332 parliamentarians and 30 of 50 members of the Council of States, approved the budget and appropriation bill for fiscal year 2014/15. The budget amounts to about 11.2 billion South Sudanese pounds. Oil continues to be the major source of revenue, with the Government expecting oil revenues to finance nearly 80 per cent of the overall budget. Some 85 per cent of the expenditure is allocated to salaries, operating costs and transfers to states. Within that amount, the security sector accounts for about 35 per cent of the spending.

13. On 26 August, the National Legislative Assembly passed a motion to dismiss 23 of the 24 members who had failed to attend the 12 previous consecutive parliamentary sessions without the permission of the Speaker of the Assembly. These included Mr. Machar and his deputy, Alfred Ladu Gore, as well as four of the former SPLM detainees.

14. In a separate development, on 3 September, the National Legislative Assembly ratified the Convention on the Elimination of All Forms of Discrimination against Women.

III. Security situation

A. Security developments

Upper Nile State

15. During the reporting period, the security situation in Upper Nile State was dominated by events in Panyikang, Nasir and Maban Counties. The SPLM/A in

Opposition and armed Nuer youth elements attempted to take control of Nasir, which fell to the Sudan People's Liberation Army (SPLA) on 4 May. Throughout the month of August, UNMISS reported artillery and small-arms fire from SPLA, in the areas surrounding Nasir, particularly across the Sobat River. On 9 August, SPLM/A in Opposition launched an attack on Nasir, which was repelled by SPLA.

16. In Bunj, Maban County, on 3 August, a group of Nuer SPLA soldiers defected from their barracks in the town and clashed with members of a local militia, the Maban Defence Force (MDF), a few kilometres south of Bunj. Between 3 and 5 August, MDF elements targeted Nuer civilians residing in Bunj and killed five Nuer humanitarian workers. UNMISS military arrived in Bunj on 6 August to extract non-essential humanitarian workers and secure the airstrip as well as the compound of the Office of the United Nations High Commissioner for Refugees, where humanitarian workers were being sheltered. The presence of UNMISS helped to stabilize the security situation, allowing for the continuation of life-saving humanitarian activities, including the delivery of food to the 130,000 refugees at four nearby camps. MDF personnel were brought to the vocational training centre together with SPLA surge troops brought from Paloich. MDF was also deployed to the outskirts of Bunj. Despite the efforts of the local authorities to reduce inter-ethnic tensions, Nuer SPLA soldiers and family members remain confined to the SPLA barracks; 45 Nuer civilians were relocated to Longechuck County.

17. On 16 August, UNMISS received reports that the SPLM/A in Opposition was mobilizing in Pigi County, northern Jonglei State, in order to push north towards Malakal, the capital of Upper Nile State. On 21 August, SPLM/A in Opposition forces arriving from Pigi reportedly shelled SPLA forces near Dolieb Hill, south of Malakal, in Panyikang County. SPLA reportedly repulsed SPLM/A in Opposition during this incident. Fearing that the violence would spread to Malakal, approximately 400 civilians sought shelter in the UNMISS protection site, while others fled to nearby Wau Shilluk town, where there are an estimated 40,000 internally displaced persons. The fighting did not reach Malakal. SPLM/A in Opposition once more attempted to take Dolieb Hill on 19 September, but was again repulsed by SPLA. On 18 September, SPLM/A in Opposition forces were reported to have advanced towards Renk in Upper Nile State from different directions. They took control of Duk Duk, Girbanat and Amduluz, some 70 km east of Renk town. This development prompted some 39 personnel from humanitarian organizations to seek refuge at the UNMISS base. From 19 to 21 September, SPLM/A in Opposition shelled Renk town and surrounding areas. As a result, up to 300 people sought protection just outside the UNMISS base in Renk. On 22 September, UNMISS was informed by SPLA in Renk that SPLA had recaptured the areas of Gongbar, Duk Duk and Gosfamy.

Unity State

18. In Unity State, SPLA and SPLM/A in Opposition continue to be deployed in close proximity to one another in the Rubkona area, with the state capital, Bentiu, remaining under SPLA control. On 15 August, UNMISS reported heavy gunfire and observed SPLA and SPLM/A in Opposition clash briefly near the Bentiu/Rubkona town boundary, with SPLM/A in Opposition repelling SPLA from parts of Bentiu town. Both sides are reported to have sustained heavy casualties. The county commissioner and an SPLA commander were killed in the fighting. UNMISS extracted about 350 civilians who had sought shelter from the fighting at the

Rubkona airstrip and relocated them to the UNMISS protection site. On 18 August, a child in the UNMISS protection site was wounded by small arms fired from Rubkona, which is controlled by SPLA. The shooting also damaged the quarters of humanitarian partners living in the UNMISS compound. Following the fighting in Bentiu on 15 August, SPLA prevented UNMISS patrols and internally displaced persons from entering Bentiu town and ordered the temporary closure of the UNMISS protection site gate. The gate was reopened on 26 August after discussions with community leaders and women's groups about potential security risks.

19. In the most serious of incidents, on 26 August an UNMISS helicopter crashed approximately 10 km south-west of Rubkona during a flight from Wau to Bentiu. Three of the four Russian crew members died in the crash. The preliminary finding of a civil aviation investigation team, which included officials of the South Sudan civil aviation authority, the UNMISS aviation safety unit and the federal air transport agency of the Russian Federation, has confirmed that the helicopter was shot down by hostile fire. The investigations are continuing in line with the 1944 Convention on International Civil Aviation. This incident is one in a series of other incidents in which United Nations helicopters have been the target of hostile action, resulting in the loss of lives and seriously impeding the efforts of UNMISS to fulfil its mandate.

Jonglei State

20. While the situation in Bor, the capital of Jonglei State, has remained calm, the security situation in Ayod and Duk Counties remains a concern. While Ayod remains under SPLA control, IGAD monitoring and verification mechanism teams confirmed several clashes between SPLA and SPLM/A in Opposition in the area between 22 and 27 July and on 15 August. The IGAD teams reported heavy SPLM/A in Opposition casualties and observed evidence of fierce fighting in the vicinity of Ayod. In addition, UNMISS reported movements of hundreds of Lou Nuer youth from Uror to Duk County, which increased tension before they returned to Uror in early August. Rumours of the Lou Nuer youth movements caused the displacement of civilians from Duk County and the mobilization of local youth in Duk and Twic East Counties to protect their respective communities against the Lou Nuer youth.

21. The security situation continues to be fragile in Lakes State owing to inter-communal fighting between Dinka sub-clans living in the counties of Cuibet and Rumbek North. Rumbek Central and Rumbek East counties continued to experience cross-border clashes with Dinka communities in Warrap State. Those clashes necessitated the deployment of an UNMISS military patrol on 6 August to deter further inter-communal revenge killings. On 12 September, tensions increased following the ambush and killing of five Dinka Agar persons in Cueibet County, reportedly by the Dinka Gok.

22. In Western Equatoria State, several clashes took place between Dinka pastoralists, originally from Lakes State, and host communities in Mvolo and Mundri West Counties, with the most significant clash taking place in Mundri West on 2 August. The clashes led to the displacement of almost 3,000 local inhabitants, who abandoned their farms. On 7 September, in Warrap State, inter-communal clashes reportedly occurred between the Wun-Thuc and Wun-Adel Dinka sub-clans.

B. Regional dimensions of the conflict

23. Ugandan soldiers remain deployed in Juba and Bor in support of the Government. A limited number of Justice and Equality Movement elements continued to be observed in Bentiu and Rubkona, Unity State, often deployed alongside SPLA troops. An unknown number of Justice and Equality Movement and SPLM-North forces are present in Yida and Pariang, Unity State.

IV. Humanitarian situation

24. The ongoing fighting in Jonglei, Unity and Upper Nile States and the inter-communal conflicts in other states continued to disrupt livelihoods and cause displacement. More than 1.7 million people have fled their homes since December 2013. Of those, close to 1.3 million are displaced within South Sudan. Some 96,000 of these internally displaced persons are currently on UNMISS bases seeking protection. In addition, approximately 450,000 people have fled to neighbouring countries. By 18 September, aid agencies had reached 3.1 million (82 per cent) of the 3.8 million people targeted to receive assistance by the end of the year.

25. By the end of August, some 3.5 million people were at crisis and emergency levels of food insecurity. Most of them were in the conflict-affected states of Jonglei, Unity and Upper Nile, where violence and displacement had taken a heavy toll on livelihoods and access to markets. Women are especially vulnerable to food insecurity, as 57 per cent of households in the protection sites are headed by women. Recent reports show that the large-scale aid operations in Unity State in the form of food assistance and livelihood supplies to the displaced and vulnerable households have improved food security in some of the most affected counties. The Integrated Phase Classification modality group is completing an updated analysis of food insecurity in September, following the finalization of which new data on current levels of food insecurity will be available. Preliminary indications suggest that in several of the areas most affected by conflict, food security has not deteriorated to projected levels owing to ongoing food assistance and nutrition treatment. At the same time, the ongoing harvest will help to stabilize the most food-insecure areas until December. To further stabilize the situation, it will be critical to pre-position aid supplies, resume trade and restore livelihoods during the dry season, expected to begin in November. If, however, violence continues, food insecurity will likely deteriorate further in 2015.

26. Malnutrition, especially among children and pregnant and lactating women, remains extremely serious. Some camps for internally displaced persons have up to 40 births per week, yet reproductive health and information services are weak or non-existent. Nutritional surveys conducted between April and July indicated an estimated prevalence of global acute malnutrition of over 30 per cent in some counties in Jonglei and Unity States. In August, malnutrition screenings by aid agencies in Longechuk County in Upper Nile State found an estimated global acute malnutrition rate of close to 50 per cent. Nutrition agencies forecast that more than 900,000 children will suffer from severe or moderate acute malnutrition before the end of the year and require treatment. Up to 50,000 children under the age of 5 years may die before the end of the year if they do not gain access to appropriate treatment for severe acute malnutrition.

27. The cholera outbreak in South Sudan has largely stabilized. As at 7 September, 6,065 cholera cases, including 139 related deaths, had been reported. While the concerted efforts of health and sanitation partners have limited the spread of cholera in the sites, the continued grave health risks posed by poor hygiene and unsanitary conditions are manifested in the high caseload of acute watery diarrhoea, acute respiratory infections and malaria. Despite the efforts of UNMISS and humanitarian agencies, health and sanitary conditions in the UNMISS protection sites remain of serious concern.

28. Heavy rains also triggered the first seasonal floods of the year. Of the 1.3 million internally displaced people, more than a million are in areas that are at risk of flooding. Some people are likely to be displaced again because of the floods, or be forced to stay in extremely unsanitary areas if hostilities prevent them from moving freely to higher ground. Flooding has already been experienced in the low-lying civilian protection sites in the UNMISS bases in Bentiu, Bor and Juba, which has resulted in people living in standing water for weeks, which has had a significant impact on people's living conditions, health and sanitation in the protection sites.

29. Humanitarian access continued to be hampered by fighting and violence perpetrated by both sides against aid workers, equipment and infrastructure. Active hostilities and insecurity in several states, especially Unity and Upper Nile, continued to disrupt humanitarian response activities and restrict road and air access for humanitarians. Insecurity also continued to hamper river transport, but for the first time since the outbreak of conflict barges were able to travel from Juba to Upper Nile State in August/September.

30. As at 19 September, the crisis response plan for 2014 had been 53.5 per cent funded, leaving a shortfall of around \$837 million to meet people's needs until the end of the year. Some 78 per cent of donor pledges made at the conference on South Sudan in Oslo in May had been committed. To prepare for the upcoming dry season towards the end of the year, aid agencies are reviewing their requirements for procurement and the pre-positioning of supplies in late 2014 to respond to urgent needs in the first months of 2015.

V. Implementation of the Mission's reprioritized mandated tasks

A. Realignment of the Mission

31. In line with the new mandate under Security Council resolution [2155 \(2014\)](#), UNMISS continued to realign its structures and activities. Owing to the increase in protection and humanitarian needs across the country, the Mission has redeployed staff and resources to improve its capacity to protect civilians in the most affected areas, increase human rights reporting and investigations, create conditions conducive to the delivery of humanitarian assistance and support the monitoring by IGAD of the cessation of hostilities.

B. Protection of civilians

32. As set out in the Mission's revised strategy for the protection of civilians, the Mission continues to focus on a three-tiered approach, namely protection through political processes, physical protection and establishing a protective environment.

33. Under the first tier, protection through political processes, UNMISS and other United Nations officials continue their active engagement with all parties to stress their obligations to respect international humanitarian and human rights law and ensure the protection of civilians. This political messaging was further strengthened by the Security Council during its visit to South Sudan on 12 and 13 August.

34. The maintenance of the civilian character of UNMISS civilian protection sites remains a priority. While UNMISS adheres to international humanitarian law in the determination of who is a civilian (i.e. persons taking no active part in the hostilities, including members of armed forces who have laid down their arms and uniforms and those placed *hors de combat* by sickness, wounds, detention or any other cause), both parties to the conflict continue to claim that UNMISS is supporting the opposite side.

35. UNMISS, the United Nations country team and humanitarian actors also continued to implement conflict management and mitigation measures, including by engaging internally displaced communities in protection sites and surrounding communities. Through such engagement efforts, the Mission and its partners have helped to maintain stability within and around the protection sites and avoid a possible escalation of inter-communal tensions. In the UNMISS protection site in Malakal, Upper Nile State, for example, UNMISS helped to facilitate the establishment of the Peace and Security Council Committee, which has been instrumental in managing internal conflict, resolving disputes between internally displaced persons and humanitarian actors and assisting in the relocation of displaced persons to the new site. In Unity State, a similar Central High Committee has been supported by UNMISS to address gang-related insecurity and internal conflicts in the Bentiu protection site. UNMISS works regularly with this body, facilitating its activities as well as delivering messages on women's participation in the camp committees.

36. Under the second tier of its protection strategy, protection from physical violence, UNMISS continued to provide physical protection to the estimated 96,000 civilians taking refuge at 10 of its sites. The largest sites are located in Bentiu, Unity State, which was sheltering nearly 47,000, Juba, with 28,000, and Malakal, with 17,000. UNMISS continued to work closely with humanitarian actors to ensure that assistance was provided for the displaced persons at those sites.

37. In an ongoing effort to promote the implementation of Security Council resolution [1325 \(2000\)](#) and related resolutions on women and peace and security, as well as address the demands of women's civil society in South Sudan, advocacy on women's rights continued at all UNMISS protection sites, with an emphasis on the critical need for women's full participation and representation in all conflict prevention and peacebuilding activities in order to enhance their protection and to ensure an equitable and sustainable peace process.

38. HIV/AIDS awareness, sensitization, testing and counselling services continued to be offered to the internally displaced persons at the UNMISS protection sites in

Bentiu, Bor, Juba and Malakal, as well as in the displaced persons camp in Mingkaman in Lakes State.

39. As at 18 September, 215 security incidents were recorded in the UNMISS protection sites during the reporting period, including assault, rape, attempted murder, theft, smuggling of alcohol, possession of drugs and drunk or disorderly conduct, and continue to pose problems inside the protection sites. In an effort to enhance security, holding facilities were operationalized within the protection sites in Juba, Bor, Bentiu and Malakal for the isolation of persons responsible for security incidents pending referral to community-led mitigation and dispute resolution mechanisms or, in the event of repeat offenders, expulsion from the sites, and in case of incidents that may constitute serious crimes, referral to national authorities for investigation and prosecution. In order to facilitate the latter, on 28 July, UNMISS agreed with the Minister of Justice on the need to conclude a memorandum of understanding between the Mission and the Government on the transfer of cases and suspects to national authorities. Discussions on the content and format of this legal instrument are ongoing.

40. To assist UNMISS in addressing security incidents within the protection sites, the Department of Peacekeeping Operations deployed, in late July, a team of experts to review the scope of the problem and to recommend ways of improving the security of internally displaced persons as well as that of staff working at the sites. The team looked into the use of holding facilities, the process of assessing the risk posed by individuals responsible for the incidents and the potential handover of persons to national authorities. The recommendations of the report are under discussion.

41. In addition to community-led informal mitigation and dispute resolution mechanisms, UNMISS patrols inside the protection sites and the use of holding facilities have proven vital in maintaining safety and security. UNMISS police and humanitarian agencies provided crime prevention training to community watch groups at the protection sites, emphasizing the importance of gender and of women's leadership.

42. Concurrently, the Mission is extending its reach to provide physical protection to civilians outside the UNMISS premises, with an additional focus on integrated patrols and joint field missions to assess and further map threats and vulnerabilities. UNMISS conducted an average of 85 to 90 short-duration patrols and 12 to 15 integrated daily patrols, including at night, in Bor, Malakal, Bentiu and Juba. Specific patrols were organized to enhance protection from sexual and gender-based violence, including conflict-related sexual violence, taking into account reports of incidents targeting women and girls leaving UNMISS protection sites to collect firewood or go to markets.

43. Moreover, UNMISS integrated patrols inform the early warning and response mechanism that includes UNMISS and the United Nations country team. Early response activities include improving situational awareness through preventive military patrols, integrated assessment team deployments and other conflict prevention approaches.

44. The third tier of the Mission's protection strategy is related in particular to the fostering of a secure environment for the eventual safe and voluntary return of internally displaced persons and refugees. In this regard, UNMISS continued

discussions with national authorities and international partners on ways to support a pilot project aimed at creating a security environment that would enable internally displaced persons in protection sites to return to identified neighbourhoods of Juba. A national police emergency call centre was established for Juba by the national police with assistance from the United Nations Development Programme. UNMISS operational coordination with the national police, aimed at strengthening the protective environment, will be provided in strict compliance with the United Nations human rights due diligence policy. A United Nations-wide working group on return and reintegration has been established to ensure coherence and complementarity between United Nations system activities in this area and to devise common strategies.

45. UNMISS enhanced its public outreach activities through focused messaging to increase public understanding of the Mission's reprioritized mandated activities. The United Nations radio station, Miraya, in particular, has played a critical role, inter alia, in disseminating information on Mission activities and serves as a platform for discussion on conflict mitigation and resolution activities.

46. The Mine Action Service continued operations during the rainy season in areas affected by the conflict. The Service released 201,987 m² of land and destroyed 888 hazardous items, 60 landmines and 28,773 rounds of small arms ammunition and provided risk education to 18,360 civilians. The Service removed and safely destroyed explosive remnants of war from UNMISS bases and airstrips in conflict areas, including Nassir and Bentiu, and surveyed and cleared buildings such as schools, churches and other public spaces.

C. Human rights monitoring and reporting

47. During the reporting period, UNMISS continued to receive reports of civilians being killed and wounded by parties to the conflict and other armed groups. In addition, UNMISS continued investigations into alleged human rights violations occurring earlier in the year. These included allegations of the killing of civilians and the perpetration of conflict-related sexual violence by Government and associated forces between February and April 2014 in such areas as Leer County in Unity State. Further verification, including through field visits to the affected areas, is ongoing. UNMISS continued its investigations into violations associated with the attacks on Bentiu and Rubkona, in Unity State, on 15 April, the attack on the UNMISS civilian protection sites in Bor, Jonglei State, on 17 April, and the alleged shooting of two internally displaced persons by the national police in Bor on 30 April, resulting in the death of one and injury to the other. A public report on the 15 and 17 April incidents is being prepared.

48. Incidents of conflict-related sexual violence also continued to be reported, both in the context of the large-scale hostilities and cyclical inter-communal clashes. For example, the killing of the Paramount Chief of Cui-Chok Payam, Rumbek East County, Lakes State, on 5 August reportedly led to multiple incidents, including gang rape, widespread destruction and virulent revenge attacks. At least eight cases of rape, two involving minors, were confirmed to have taken place between approximately 6 and 8 August. One of the minors died as a consequence of the attack. Other forms of gender-based violence, including domestic violence, sexual assault, sexual harassment, sex in exchange for food and water, sexual exploitation

and abuse, unwanted pregnancies and abortions within protection sites and child marriage, have also been reported in high numbers.

49. UNMISS continued to receive reports of human rights violations by the security forces, in particular the arbitrary detention of civilians, with associated ill treatment in many cases. These reports were of particular concern in Juba, Bentiu and Bor. Cases of major concern included the alleged arbitrary detention of seven women since 22 July by the national police in Bentiu, reportedly on suspicion of prostitution and spying for SPLM/A in Opposition. UNMISS was repeatedly denied access to the police detention facility in connection with this allegation, raising significant concerns of potential ill treatment, including sexual violence. While UNMISS was subsequently informed of the release or escape of all of the women, the continued denial of access prevented verification of the claim.

50. A steep deterioration of respect for the freedom of expression and assembly was observed during the reporting period, with such incidents as the detention of journalists, the confiscation of newspapers, the censorship of political news programming and the closure of radio stations reported. Bakhita Radio, a Juba-based station, was temporarily closed by the Government on 16 August. On 9 September, the Office of the President informed media practitioners that the President had signed three media bills, on the right of access to information, on the public broadcasting corporation and on media authority. The bills have yet to be published. In another disturbing development, the Acting Chairperson of the South Sudan Civil Society Alliance was shot and wounded by an unknown gunman in Juba on 1 August, two days before his scheduled departure to Addis Ababa to lead civil society organizations in the peace negotiations.

51. Respect for international human rights standards in the administration of justice showed no improvement, with reports of prolonged and arbitrary detention, including proxy detention, continuing to be received from across the country. Conditions of detention fell short of international standards, with reports of persistent overcrowding and the detention of juveniles together with adults. UNMISS monitoring revealed that the absence of judges and prosecutors in Upper Nile, Jonglei and Unity States was contributing to shortfalls in the overall dispensation of justice in the country. Also, increased security measures imposed in connection with inter-communal violence continued to be a factor in detention cases, in particular in Lakes State, where some traditional chiefs were detained in place of youth from their clans suspected of offences.

52. Accountability for human rights violations, in particular those committed since 15 December 2013, remained a principal area of concern, with little progress registered. Following the creation of a presidential investigation committee on human rights abuses in January, UNMISS has been able to confirm only that one official from a concerned state had given a statement. On his part, Mr. Machar announced that SPLM/A in Opposition had investigated the incidents of 15 April in Bentiu and that 10 persons were responsible. The Mission has not been able to ascertain whether any action had been taken against them.

53. UNMISS continued to provide technical and logistical support for the field visits of the African Union Commission of Inquiry on South Sudan, which is investigating the human rights violations that have occurred since conflict erupted on 15 December 2013.

54. While focusing on monitoring, investigation, verification and reporting on human rights violations, UNMISS also continued to take action to address violations where possible, including by conducting human rights sensitization with non-state partners throughout South Sudan. These included training for journalists, women's groups, religious and civil society organizations, hospital social workers, returnees and primary and secondary school students, complemented by human rights talk shows on local radio stations. UNMISS also engaged in human rights awareness-raising activities with displaced persons within its civilian protection sites, including with women's and youth groups and community leaders. In accordance with Security Council resolution [2155 \(2014\)](#), emphasis was placed on women's right to full participation and representation in decisions and activities related to the prevention and resolution of conflict and the protection of civilians.

55. Children continue to bear the brunt of the violence, suffering from psychological distress and lack of access to services, including education. During the reporting period, 60 incidents of grave violations of children's rights were reported, affecting 4,942 children (3,335 boys, 1,606 girls, 1 sex unknown), of which 38 incidents involving a total of 2,872 children (1,733 boys and 1,139 girls) have been verified. Child protection services were extended to a total of 89,476 children affected by conflict during the reporting period, of whom 47 per cent are girls. A total of 387 out of 5,110 children registered as either unaccompanied or separated have been reunified with their families. Given the subregional dimension of the crisis, protection actors are also strengthening efforts to improve cross-border tracing efforts.

56. Following the Government's recommitment in June to implement the SPLA-United Nations revised action plan to end the recruitment and use of children in armed forces and other grave violations against children, the United Nations supported SPLA and relevant Government ministries in developing a workplan for the operationalization of the recommitment agreement. On 26 August, that workplan was endorsed by the Minister of Defence and Veterans Affairs. On 18 July, the United Nations submitted to the President's office a list of 33 schools reportedly used by SPLA for military purposes, with targeted advocacy urging those schools to be vacated. Eight schools were subsequently vacated in July. Despite this progress, however, as at 10 September, 124 schools were being used for military purposes. There were reports of large-scale recruitment of children by all parties to the conflict, despite assurances given by Government and opposition forces to the contrary.

D. Creating conditions conducive to the delivery of humanitarian assistance

57. UNMISS continued to facilitate the delivery of humanitarian assistance to civilians affected by the crisis. UNMISS assets and personnel have been utilized to support humanitarian agencies in safely delivering humanitarian assistance, supporting the relocation of internally displaced persons and enhancing community engagement. UNMISS provides force protection for the delivery of humanitarian assistance through riverine access and for humanitarian aircraft at key airstrips, notably Bentiu (Unity State) and Malakal (Upper Nile State). The UNMISS military component, in close cooperation with the Office for the Coordination of

Humanitarian Affairs, has encouraged liaison and coordination of its activities with humanitarian actors.

58. In response to the fighting in Bunj, Maban County, Upper Nile State, between the Maban defence force and deserting SPLA soldiers of Nuer origin, UNMISS military personnel secured the airstrip in Bunj for relocation flights for staff of United Nations agencies and non-governmental organizations and patrolled Bunj town. UNMISS military continued to provide protection to facilitate the ongoing relief operation in the town and nearby refugee camps.

59. To address the deteriorating health and sanitary conditions inside UNMISS sites since the onset of the rainy season, UNMISS and humanitarian continued to facilitate the relocation of internally displaced persons from existing protection sites to newly constructed sites. Simultaneously, UNMISS is continuously engaged in improving the drainage and other infrastructure in UNMISS bases in Juba and Malakal. By 24 September, 13,640 persons had been relocated to areas with improved conditions within the Malakal site, with the remaining 4,200 planned to be relocated upon the completion of additional site improvement works. In Juba, as at 24 September, relocation operations had resulted in the movement of 9,920 persons to the new site, leaving approximately 4,100 persons to be relocated.

60. Both UNMISS and humanitarian partners have contributed substantial resources to the construction and maintenance of protection sites. UNMISS investments in site construction, support and protection alone have exceeded \$50 million since the onset of the conflict. With the Mission's resources severely overstretched and the 2014 crisis response plan only about 53 per cent funded, additional funding for the enhancement and maintenance of protection sites is urgently needed.

E. Supporting the implementation of the cessation of hostilities agreement

61. UNMISS has supported the work of the IGAD monitoring and verification mechanism as described in the cessation of hostilities agreement of 23 January, including by providing mobile and dedicated fixed site security. Material support is provided on a cost-reimbursable basis under a memorandum of understanding, which has been signed by both parties. IGAD has recently requested amendments to the memorandum of understanding, which are currently being assessed by the Mission. IGAD monitoring and verification teams have now been deployed to Malakal, Melut and Nassir in Upper Nile State, Bentiu and Pariang in Unity State, Bor in Jonglei State and a reserve team in Juba in Central Equatoria State. The team assigned to Akobo (Jonglei State) is co-located in Bor.

62. At the headquarters level in Juba, a joint coordination mechanism established to bring together senior operations, logistics and coordination staff from UNMISS and IGAD to share information and coordinate the provision of logistical support to the teams and joint patrols has been meeting regularly. At the local level, IGAD monitoring and verification team leaders and the UNMISS state operations centres, civil affairs teams and senior military liaison officers plan and coordinate joint patrols. The patrols are conducted either with dedicated force protection patrols for the team or UNMISS patrols that the monitoring and verification teams can join.

63. On 23 August, upon landing in Buoth, Mayom County, Unity State, an IGAD monitoring and verification team was arrested by SPLM/A in Opposition youth and forced to walk to Wicok, about four hours by foot from Buoth. As a result, the team's SPLA liaison officer died, reportedly from a heart attack. The team was released on 24 August as requested by IGAD, and UNMISS extracted the team in Wicok and transported the group to Bentiu.

VI. Mission staffing and status of deployment of surge capacity

64. Pursuant to Security Council resolution [2155 \(2014\)](#), UNMISS undertook a full staffing review. The resulting changes are being incorporated into the 2014/15 budget.

65. In the resolution, the Security Council increased the military component of UNMISS to a maximum of 12,500 troops of all ranks and the police component, including appropriate formed police units, to 1,323 personnel. As at 24 September, the Mission's troop strength stood at 10,509 military personnel and its police strength stood at 941 officers, including 363 formed police personnel and 578 individual police officers.

66. As at 18 September, of the 5,500 additional military personnel authorized, 3,525 had been deployed. During the reporting period, the deployment of 850 personnel of the Rwandan battalion from the African Union-United Nations Hybrid Operation in Darfur and two Ethiopian battalions with a total of 1,250 troops arrived, but they were not yet fully operational. In addition, 500 personnel arrived from Nepal to complete the deployment of the 850-person Nepalese battalion in Juba. The remaining 400 members of the Ghanaian battalion, deployed from the United Nations Operation in Côte d'Ivoire, and 310 members of the Kenyan battalion, are expected to arrive in October. The arrival of those additional troops will complete the second phase of the surge deployment. The third phase of troop reinforcement is expected to include an additional infantry battalion from China in November, a tactical force riverine unit and two tactical armed helicopter units, with the time of arrival still to be determined.

67. One additional Rwandan military utility helicopter arrived in August and two more are expected to arrive by mid-October. A Sri Lankan military utility unit comprising three helicopters is also scheduled to deploy by the end of October, raising the capacity to nine helicopters.

68. UNMISS has taken steps to manage public order and security. The Mission has established tactical operation centres for improved and well-coordinated response to security threats. Furthermore, the police component continues to interact with members and leaders of the communities of internally displaced persons, augmenting public awareness on security and safety issues. Police officers deployed outside UNMISS protection sites also perform protection-related tasks and contribute to the Mission's early warning system by monitoring security and criminal incidents and interacting with the local population.

69. UNMISS is developing long-term plans to ensure that the force is supported and sustained to allow it to carry out its operational activities. Likewise, support to the police component, including the induction of new formed police units, is being prioritized. Despite security challenges, movement restrictions, long procurement

lead times and the lack of commercial engineering capacity, basic camp facilities have been set up for 3,500 newly deployed troops in the capitals of the conflict-affected states of Bentiu, Malakal, Bor and Juba.

70. UNMISS is stringently enforcing the United Nations policy of zero tolerance for sexual exploitation and abuse and other misconduct by personnel. The Mission continued its prevention activities, targeting all categories of United Nations personnel, communities and members of the local population across all 10 states. Outreach activities were conducted with community leaders and internally displaced persons, local organizations, refugees, children and teachers, as well as women's groups, in an effort to continue raising awareness on the prevention and reporting of sexual exploitation and abuse.

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

71. UNMISS continued to engage officials on violations of the status-of-forces agreement, which adversely affected the implementation of its mandate. During the reporting period, 30 violations of the agreement involving UNMISS members, premises and equipment were recorded. All but one of the violations were committed by uniformed personnel of the Government of South Sudan, including SPLA and the national police. While the large majority of the violations were related to restrictions on the movement of UNMISS members (both civilian and military) by land and water, there were also incidents of harassment, unlawful arrest and detention, illegal searches of United Nations property, illegal entry into United Nations premises and interference with the implementation of the Mission's mandate.

72. On 22 and 23 August, two UNMISS national staff members were arrested by the National Security Service in Wau, Western Bahr el-Ghazal State, and subsequently transferred from Wau to Juba. The Mission so far has not been officially notified of the reasons for the arrest and continued arbitrary detention of those staff members, which it protested. The Mission has been granted regular access to them and has confirmed that the two staff members appear to be in good health.

73. The SPLM/A in Opposition was involved in two incidents of restriction of movement by water. As at 18 September, 49 access incidents affecting agencies, funds and programmes were recorded. The majority of incidents consisted of constraints related to active hostilities, the harassment of humanitarian personnel and restrictions of movement within the country perpetrated by both state and non-state actors. UNMISS and United Nations officials continued to engage government officials at all levels with a view to ensuring respect for the status-of-forces agreement. On a regular basis, UNMISS formally notified the Government of violations through notes verbales and official meetings with Government authorities. A total of 11 notes verbales were sent and two formal meetings were held during the reporting period. While there has been a declaration of commitment at the senior levels of government to address the problem, this has not been effectively communicated and understood in the field. Furthermore, the Government has so far not shared with UNMISS the outcome of any of the investigations it has committed to undertaking.

VIII. Financial aspects

74. The General Assembly, by its resolution [68/293](#), authorized the Secretary-General to enter into commitments for the Mission in a total amount not exceeding \$580,830,400 for the period from 1 July to 31 December 2014. As at 5 September, unpaid assessed contributions to the Special Account for UNMISS amounted to \$392.4 million. Total outstanding assessed contributions for all peacekeeping operations at the same date amounted to \$3,756.3 million. As at 5 September 2014, troop-contributing Governments have been reimbursed for troop- and contingent-owned equipment for the periods to 30 April 2014 and 31 March 2014, respectively, in accordance with the quarterly payment schedule.

IX. Observations

75. Throughout the reporting period, fighting between SPLA and SPLM/A in Opposition forces continued, with strong indications of further mobilization. The continuous violation of the cessation of hostilities agreement seems to indicate that the parties continue to see military action either as a possible solution to the crisis or a viable negotiating tactic. The parties must commit fully to a negotiated peace process and engage in meaningful dialogue without preconditions. This is necessary to end the suffering of the hundreds of thousands of displaced South Sudanese, both in the protection sites and in other parts of the country, and to reduce the continuing vulnerability of the millions who have remained in their communities.

76. The Security Council delegation that visited South Sudan in mid-August witnessed first-hand the catastrophic humanitarian situation unfolding in the country. I welcome the visit of the Council, the strong message that was delivered to both parties and the Council's determination to continue pushing for an end to the conflict.

77. Against this backdrop, there is clearly a need for more pressure to be exerted on the parties to overcome their differences and implement the cessation of hostilities agreement in letter and in spirit. They must urgently engage in an inclusive dialogue and reach a comprehensive political settlement acceptable to all sides.

78. I remain deeply concerned about the living conditions of the hundreds of thousands of displaced South Sudanese in protection sites in UNMISS camps and in other parts of the country. I am also concerned about the continuing vulnerability and suffering of the millions who have remained in their communities. Their plight can be ameliorated only by silencing the guns. I therefore call upon both the Government and the armed opposition to uphold the cessation of hostilities agreement and to expeditiously conclude a comprehensive agreement that can bring durable peace to South Sudan. In the meantime, UNMISS and the United Nations country team are identifying transitional solutions for the protection sites, which are clearly not a sustainable solution for the internally displaced population, and to support initiatives aimed at creating conditions that will eventually allow internally displaced persons to return to their homes. Specific proposals regarding transitional solutions for the protection sites will be provided in my report to be submitted to the Security Council in November.

79. The humanitarian operations in South Sudan now constitute the largest aid operation inside any single country. The capacity and funding of the humanitarian

operations fall well short of the overwhelming need, however, with only 53.5 per cent of the crisis response plan funded as at 19 September. To date, 1.3 million people have been internally displaced by violence and fear and about 450,000 have fled across the borders. Approximately 3.5 million people are facing crisis and emergency levels of food insecurity. There is a looming risk that the situation could deteriorate further in the first quarter of 2015. This crisis, to a great extent, is man-made. The suffering of the people of South Sudan is on the shoulders of their political leaders. They must provide full cooperation and access to UNMISS and humanitarian actors. I reiterate my appeal to the international community to provide the humanitarian funding required to assist the people of South Sudan.

80. I note the expressed commitment of the Government and the leadership of the SPLM/A in Opposition to work in partnership with UNMISS, the United Nations country team and humanitarian partners to allow full freedom of movement and humanitarian access. Attacks against United Nations and humanitarian personnel and facilities nevertheless continued to occur. I therefore call upon both parties to take concrete steps to translate public statements into action on the ground. I condemn in the strongest possible terms the abhorrent killing of innocent civilians and humanitarian aid workers in Maban County. I am particularly disturbed by reports that civilians may have been murdered on the basis of their ethnicity. Accountability for the crimes committed during this conflict will be a critical element of long-term peace and stability in the country.

81. I condemn in the strongest possible terms the shooting down of the UNMISS helicopter on 26 August and extend my deepest condolences to the bereaved families. If the ongoing investigation confirms that it was shot down, this hostile act against the United Nations would be considered a war crime, the perpetrators of which must face justice and be held accountable.

82. I commend IGAD for its steadfast work in mediating the ongoing multi-stakeholder peace negotiations with a view to establishing a transitional government of national unity. I also commend its central role in carrying out the monitoring and verification mechanism agreed upon by the warring parties in the cessation of hostilities agreement. The United Nations will continue to make every effort to support the mediation team, including by providing experts in key substantive areas of the negotiations, and the work of the IGAD monitoring and verification teams on the ground.

83. I welcome the continuing work of the African Union Commission of Inquiry on South Sudan, which has been tasked with investigating violations of human rights and humanitarian law committed during the conflict and making recommendations relating to healing, reconciliation, accountability and institutional reform. All accountability measures must meet international standards. The United Nations stands ready to continue providing assistance to facilitate the work of the Commission.

84. The international community is united in its call for both parties to the conflict to honour their commitment to finding a peaceful solution to their differences and putting the interests of the country and its people first. The political leadership must now heed that call and honour the people's right to live in peace.

85. I wish to express my deepest appreciation for the courage and sacrifice of UNMISS personnel, who, under the able leadership of my new Special Representative, Ellen Margrethe Løj, will continue to work to protect tens of thousands of civilians under threat of physical violence and to stabilize the security

situation. I reiterate my full support for them. In particular, I wish to thank the troop- and police-contributing countries that have provided much-needed uniformed personnel and assets to the Mission. I also commend the personnel of the United Nations country team and non-governmental organization partners for their tireless efforts to provide urgently needed coordinated humanitarian emergency assistance to the population, under arduous and often extremely dangerous circumstances.

