



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

REPORT BY

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

FOR THE PERIOD

1st April to 30th June 2019

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List of Acronyms

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

Executive Summary

This Report of the Reconstituted Joint Monitoring and Evaluation Commission (RJMEC) on the status of implementation of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) covers the period from 1st April to 30th June 2019. It highlights the prevailing political, security, humanitarian, and economic situation in the country and pays close attention to the progress being made by the Agreement institutions and mechanisms to implement their mandate as envisaged during the Pre-Transitional Period.

In addition, the Report highlights the activities undertaken by the agreement institutions and implementation mechanisms, which are charged with implementing the Pre-Transitional Period tasks outlined in the R-ARCSS. Further, it details the engagement of the RJMEC leadership with the Parties, stakeholders and adherents, and guarantors of the R-ARCSS, the international community, and other interested institutions. Finally, it makes some key observations and offers recommendations for remedial action to ensure effective implementation of the Agreement.

The political and security situation in the Republic of South Sudan remains generally favourable to the successful implementation of the R-ARCSS. This is underpinned by the continued observance of the Permanent Ceasefire and an absence of armed conflict between the Parties. Where there were heightened tensions, they were in the context of longstanding intercommunal differences often manifested in violent cattle rustling incidents. For the three-month reporting period, there were no additional reports of investigated and verified Sexual and Gender Based Violence (SGBV), even as the authorities stepped up efforts to address the problem.

Humanitarian access to the population greatly improved as aid agencies continued to provide for close to seven (7) million South Sudanese residents, who are considered to be food insecure. The number of displaced persons remained at an estimated 4 million of which 1.9 million are within South Sudan and the remainder in the neighbouring countries of Sudan, Kenya, Ethiopia, Uganda and the Democratic Republic of Congo. Owing to the generally improved security situation, a small number of the internally displaced started to voluntarily return to their homes.

During the reporting period, the process of reconstituting the Disarmament Demobilization and Reintegration (DDR) Commission got underway. Also, the Independent Boundaries Commission (IBC) concluded their work but did not reach consensus on its mandate to consider the number of States of the Republic of South Sudan, their boundaries, the composition and restructuring of the Council of States. In view of the unfinished Pre-Transitional tasks, particularly as it relates to cantonment, the Parties agreed to extend the Pre-Transitional Period by six months to 11th November 2019. This decision was also ratified by the IGAD Council of Ministers.

In view of the unimplemented R-ARCSS activities of the Pre-Transitional Period, particularly cantonment, training and unification of forces, the Parties agreed in their meeting held in Addis Ababa, Ethiopia, from 2nd – 3rd May 2019, to extend the Pre-Transitional Period by six months to 11th November 2019 to enable them to expedite the implementation. This decision was welcomed and endorsed by the IGAD Council of Ministers at its 67th Extra-ordinary Session of 7th May 2019, held in Juba South Sudan.

Following the extension, the Agreement institutions and mechanisms revised the implementation schedules of the activities of the Pre-Transitional Period accordingly. A number of identified sites were verified as suitable for cantonment of forces whereas a few others were not deemed suitable. That notwithstanding, operationalization of cantonment of forces and

selection and training of the Necessary Unified Forces (NUFs) did not commence due to delayed disbursement of funds to the transitional security mechanisms and provision of the requisite logistics (provision of food, water and medicines) to the sites. More so, some elements of the armed forces continued to occupy some civilian centres notwithstanding the orders from the Joint Defence Board (JDB) to them to vacate them by the 15th June 2019 deadline.

The National Pre-Transitional Committee (NPTC) continues to play a critical role in coordinating the implementation of the activities of the Pre-Transitional Period. A key aspect of that responsibility is the sourcing of requisite funding for the security implementing mechanisms. In that regard, the NPTC after receiving US \$10 million from the ITGoNU made available US \$2 million to the JDB to facilitate the various mechanisms to enable them to expedite the process of cantonment.

The National Constitutional Amendment Committee completed the review of the national security laws, which was started in the previous quarter. These were the National Security Service Act 2014 (Amendment) Bill, 2019 and the Political Parties Act, 2012 (Amendment) Bill 2019, which were presented to the Minister of Justice and Constitutional Affairs.

The transitional security mechanisms led by the JDB continued to prepare for cantonment, selection and training of the NUFs. With the support of RJMEC, the security mechanisms engaged in strengthening their technical capacities through a series of workshops. Besides, the Joint Military Ceasefire Committee (JMCC) completed the training of Area Joint Military Ceasefire Committees (AJMCCs) and Joint Military Ceasefire (JMC) teams, in preparation for cantonment. The Joint Transitional Security Committee (JTSC) also completed the syllabus for the training of all the organized forces of the NUF except National Security Services.

To support wide dissemination of the R-ARCSS, the RJMEC completed the work it began in the previous quarter, including printing and distribution of summaries of the R-ARCSS in English and classical Arabic. Audio recordings of public service announcements in English, Juba Arabic, Dinka, Nuer, Bari, Zande and Collo (Shilluk) have been aired out in various electronic media outlets. Furthermore, RJMEC continued to distribute to the public thousands of reprinted copies of the R-ARCSS.

Important Pre-Transitional Period tasks that were started previously and continue apace include dissemination of the R-ARCSS, delivery of humanitarian assistance, release of political prisoners and detainees, and disengagement of forces, and the beginning of a process of national healing and reconciliation. However, key pending tasks include: (i) cantonment and training of unified forces; (ii) reconstituting of the DDR Commission; and (iii) the appointment of an RJMEC Chairperson.

In order to fully operationalise the cantonment within the remaining Pre-Transitional Period, it is important that the authorities avail the necessary resources to the mechanisms, which have shown their readiness to carry out the tasks. Besides, regional countries and the African Union High Level *Ad-hoc* Committee on South Sudan (C5) should make good on their promises to avail support to the cantonment process. The former combatants also demonstrated their readiness to report to the cantonment sites and those efforts should be encouraged and supported.

I. Introduction

1. This Report is prepared pursuant to Chapter VII, Article 7.9 of the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) and covers the period 1st April to 30th June 2019. During the second quarter of 2019, the Parties to the Agreement agreed to extend the Pre-Transitional Period by a further six months to 11th November 2019. A decision subsequently endorsed by the IGAD Council of Ministers.
2. Very little progress was made in accomplishing the Pre-Transitional tasks, which were identified as either pending or ongoing at the end of the first quarter. Of the fifty-nine (59) activities outlined in the Agreement to be performed during the Pre-Transitional Period, 27 are considered to be completed, 17 are ongoing and 15 are still pending. In particular, activities related to the cantonment and training of a unified army all but stalled and the Independent Boundaries Commission (IBC) completed its Report without a conclusive recommendation on the number of states of South Sudan, their boundaries, and the restructuring of the Council of States. A process was embarked upon to reconstitute the Disarmament Demobilization and Reintegration (DDR) Commission, but this is yet to be concluded.
3. Notwithstanding the slow pace of implementation of the outstanding activities of the Pre-Transitional Period, the general political and security situation remained relatively stable and the Permanent Ceasefire continued to hold throughout South Sudan. However, serious clashes related to cattle rustling continued around Twic, mainly between Bul Nuer and Twic Dinka. Tensions which were previously observed in the Yei River area where fighting previously took place between forces allied to General Thomas Cirillo of the National Salvation Front (NAS) and those of the South Sudanese Peoples' Defence Forces (SSPDF) and the Sudan Peoples' Liberation Army - In Opposition (SPLA-IO); largely subsided.
4. In the meantime, while the transitional security mechanisms awaited financial support from the National Pre-Transitional Committee (NPTC), they focused on developing their technical capacity and laying the groundwork for cantonment with technical support from the Reconstituted Joint Monitoring and Evaluation Commission (RJMEC) Secretariat. RJMEC also continued to disseminate the R-ARCSS and made hard copies of the Agreement more accessible to the public. This was accomplished by translating summaries of the R-ARCSS into several local languages both in print and in audio segments, which are being aired out on electronic media outlets throughout the country.
5. Section II of the Report which follows highlights the prevailing political, security, humanitarian and economic situation in the Republic of South Sudan. Section III focuses on the status of implementation of the Pre-Transitional tasks while Section IV offers updates on the activities of the Agreement institutions and implementation mechanisms, and Section V highlights RJMEC's engagements in enhancing its mandate of monitoring and evaluation. Finally, Section VI presents observations and recommendations, all of which are augmented by a detailed list and update of the activities pursued since the signing of the R-ARCSS, in Annex A.

II. Prevailing Political, Security, Humanitarian and Economic Situation

Political and Security

6. The prevailing political situation in South Sudan during the second quarter of 2019 continued to be calm and stable, without any serious disruption. For the most part of the quarter, the work of the various Agreement institutions and implementation mechanisms continued apace. Concerning the security situation, the Permanent Ceasefire continued to hold throughout the country. However, serious incidents of clashes were reported around the centuries' old practice of cattle rustling, linked to inter-communal rivalries, which left scores dead. The incidents were confined mainly to the area around Twic, with clashes between Bul Nuer and Twic Dinka. There was one reported incident of sexual and gender-based violence (SGBV) for the period under review and is being investigated by the Ceasefire Transitional Security Arrangement Monitoring and Verification Mechanism (CTSAMVM).

Humanitarian Situation

7. According to the UN and Partners' Humanitarian Response Plan for 2019, the number of people in need of humanitarian assistance increased marginally to approximately 7.2 million, compared to 7.1 million in the previous quarter. At the same time, data from the Integrated Food Security Phase Classification (IPC)¹, an estimated 6.96 million people could face acute food insecurity by the end of July 2019, the highest level ever estimated. This presented an increase of more than 400,000 compared to the estimates at the end of the first quarter. Furthermore, it was estimated that 1.82 million people would be a step away from catastrophic food insecurity while more than 5 million would face crisis levels of food insecurity.
8. With respect to the number of displaced persons, data from the UN Office for the Coordination of Humanitarian Affairs (OCHA) showed that there were approximately four million people or roughly the same level with that cited at the end of the first quarter of 2019. Of this number, 1.9 million persons were estimated to be internally displaced (IDPs) and the remainder were refugee communities living in the neighbouring countries of Kenya, Uganda, Ethiopia, Democratic Republic of Congo, and Sudan. Importantly, the improved general security situation throughout the country encouraged voluntary return of some internally displaced persons (IDPs). For instance, on May 3, 324 IDPs mainly women and children returned from Melut to their places of origin in Baliet County in the Greater Upper Nile area. UNMISS also facilitated two groups of IDPs, totalling 98 persons relocated from the Juba Protection of Civilian (PoC) site to the Greater Uror area. Cumulatively, it was estimated that over 15,000 people had left the PoC camps to return home since at least January of 2019.
9. Notwithstanding this encouraging development, the United Nations High Commission for Refugees (UNHCR) warned that the current conditions were not yet conducive for large scale, durable, safe and dignified returns of the IDPs. Chapter III of the R-ARCSS in *Article 3.1.1.2*

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

reiterates “*The right of Refugees and Internally Displaced Persons to return in safety and dignity and to be afforded physical, legal and psychological protection.*” In addition, there are concerns around possible violations of Article 3.1.1.5, which relates to the “*Exercise of the right of refugees and IDPs to return to their places of origin and/or live in areas of their choice in safety and dignity.*” Some IDPs raised concerns as to whether they would be able to access their original property upon return.

10. Reports of humanitarian access impediments were down appreciably but in June the UN Office for the Coordination of Humanitarian Affairs (OCHA) reported twelve significant access incidents out of 44 in total. These related to “active hostilities in Lobonok, Central Equatoria, that caused mass displacement of the population within the area and affected aid worker security.”² Five ambushes were reported during the month, one in Unity in which two humanitarian staff were injured, one in Eastern Equatoria and three in Central Equatoria. OCHA also complained of the continued harassment by traffic police in Juba and immigration officials at Juba International Airport (JIA). Any access impediment, however, remains a violation of *Article 3.1.1.1* of the R-ARCSS.

The Economic Situation

11. During the period under review, the country’s economy continued to benefit from the cessation of hostilities and the marked improvement in the security situation. This coupled with the increased collection of non-oil revenue, and increased oil production and higher prices are contributing to a better economic outlook. However, the outlook is tempered by the fact that investments in the other productive sectors such as agriculture and fisheries, on which the majority of the population depends; remained limited. The immediate challenge is to develop an investment policy framework and a system for monitoring and evaluation to reduce the risk of graft and ensure that these productive sectors benefit from investments.
12. With regards to the exchange rate, it remained fairly stable during the second quarter as a result of higher levels of foreign reserves from increased oil exports. Part of this was on account of the higher oil prices but also due to the fact that the government for the first time sold their oil directly on the open market rather than through complicated forward sales. This resulted in improved profit margins, thus contributing to a stabilization of the exchange rate.

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

13. During the quarter, RJMEC’s assessed the progress in implementation of the activities of the Pre-Transitional Period as requiring urgent critical decisions to be made by the Parties ahead of the formation of the R-TGoNU. This was due to the understanding that critical tasks of the Pre-Transitional Period remained pending and yet they were consequential to the formation of the Reconstituted TGoNU (RTGoNU) by 12th May 2019 as envisaged in the R-ARCSS. Accordingly, RJMEC recommended to the IGAD Mediation to consider facilitating such a high-level meeting of the leadership of the Parties.

² OCHA Humanitarian Access Snapshot June 2019.

14. Consequently, Ambassador Ismail Wais, IGAD Special Envoy for South Sudan in cooperation with the office of the Chairperson of the IGAD Council of Ministers, convened the meeting of the leadership of the Parties (I-TGoNU, SSOA, SPLM-IO, FDs and OPP) in Addis Ababa, Ethiopia, from 2nd - 3rd May 2019 where they discussed the way forward. The outcome of the meeting was the unanimous agreement by the Parties to recommend to the IGAD Council of Ministers that the Pre-Transitional Period be extended further by six (6) months to 11th November 2019 to enable them to expedite implementation of the pending tasks. The RJMEC Secretariat as part of the facilitation team of the Special Envoy helped the Parties to reach consensus on the extension.
15. During that extension the Parties are expected to: (i) focus on completing amendments to the security and governance laws; (ii) begin the process of cantonment and training of unified forces; and (iii) complete the work of the Independent Boundaries Commission (IBC) and agree on the number of states in the Republic of South Sudan, their boundaries, as well as the composition and restructuring of the Council of States. In addition, the ITGoNU pledged an additional sum of US \$100 million to facilitate completion of the tasks during the period of the extension.
16. Following the Parties' meeting in Addis Ababa, the IGAD Council of Ministers convened an Extraordinary Session in Juba on 7th May 2019. The Session was called in direct response to a letter written to H.E. Dr. Abiy Mohamed, Chairperson of the IGAD Assembly of Heads of State and Government and Prime Minister of the Federal Democratic Republic of Ethiopia by RJMEC's Interim Chairperson for an urgent meeting to discuss the way forward on the implementation of the Peace Agreement. The Council received reports from the IGAD Special Envoy for South Sudan, the RJMEC Interim Chairman and the Secretary of the NPTC. The Council endorsed all the recommendations of the Parties' meeting and additionally granted the IGAD Special Envoy one more opportunity to engage the non-signatory South Sudanese actors, including General Thomas Cirillo in talks, in order to again persuade them to join the R-ARCSS.
17. Since May when the extended Pre-Transitional Period commenced, not much was accomplished by way of expediting the various outstanding tasks. In particular, the critical pending tasks of the reconstitution of the DDR Commission, disengagement, separation and cantonment of forces, training of unified forces, demilitarisation of civilian centres, and the appointment of a substantive Chairperson for the RJMEC, all lagged (Box 1 provides a detailed listing of the pending tasks). At the same time previously ongoing tasks which were completed include the work of the IBC although inconclusive, and the Constitutional Amendment Bill that incorporates the R-ARCSS into the Transitional Constitution of the Republic of South Sudan (TCRSS) 2011.³ Details of the tasks that are wholly completed, ongoing and pending are highlighted in Annex A.

³ Further details are included in Section IV below.

18. Concerning the formation of the DDR Commission, the representatives of the Parties and stakeholders met and agreed on the modalities for its restructuring and terms of reference. It was also agreed that either the Chairperson or the Deputy shall be a woman. The Parties and stakeholders were then requested to submit the names of their nominees to the IGAD Special Envoy, who would vet the suitably qualified candidates and submit them to the NPTC. The NPTC would then make the appointments accordingly, a process that is ongoing.

Box 1. Summary of Pending Pre-Transitional Tasks as at end-June 2019		
No.	Articles	Activities
1.	1.18.8	The President shall assent to the amendments no later than the end of the Pre-Transitional period
2.	2.1.10.2	Parties should refrain from acts and forms of sexual and gender-based violence, including sexual exploitation and harassments
3.	2.2.1	Completion of training and redeployment of the necessary unified forces within 8 months
4.	2.2.3	Implementation of tasks such as demilitarisation of civilians' centres, disarmament, cantonment of forces, screening of forces, etc.
5.	2.2.2 & 2.2.3	Disengagement, separation and cantonment of forces
6.	2.2.9	Commencement of joint training of the necessary unified forces of the military, police and other security services
7.	2.2.10	Redeployment of the unified forces
8.	2.4.9	Reconstitution of the DDR Commission
9.	2.5.3	SDSR Board completes a Strategic Security Assessment
10.	2.5.4	SDSR Board complete stage 1-3 of its work including security assessment, develops security policy framework and conducts analysis of operational capabilities of the national army and security forces.
11.	3.1.1.4	Right of refugees and IDPs to citizenship and the establishment of mechanisms for registration and appropriate identification and/or documentation of affected population.
12.	7.3	IGAD to appoint a Chairperson for the RJMEC

19. The cantonment of forces and the training of the NUF is an important pre-condition to the formation of the R-TGoNU. Unfortunately, the process was delayed as the security mechanisms awaited funding and the provision of food, water and medicines to the sites. In the meantime, the JDB identified 35 cantonment sites for the opposition forces and 15 barracks for the government forces. CTSAMVM ultimately determined that of the 20 they visited 17 was suitable to be used.

20. On the issue of the demilitarization of civilian centres, 52 remained occupied by the SSPDF forces and 2 by the SPLA-IO. This is, notwithstanding an order issued by the Chief of Staff of the SSPDF and Chairman of the JDB that all civilian centres should be vacated by 15th June 2019. A detailed listing of all the occupied buildings is contained in the CTSAMVM Report on its 11th Technical Committee meeting that took place in Juba on 11th – 12th June 2019. CTSAMVM also reported that there were several allegations of the training and recruitment of new forces, believed to be linked to the movement of troops towards the cantonment sites.
21. On the issue of dissemination of the R-ARCSS, the RJMEC completed the work begun in the previous period to conduct its wide dissemination. A variety of communications products were released in the latest reporting period, namely: printed summaries of the Peace Agreement in English and classical Arabic, and audio recordings of public service announcements were completed in English, Juba Arabic, Dinka, Nuer, Bari, Zande and Collo (Shilluk). Of these, female voices were used for recording in five out of the seven languages. In total, given there are seven substantive chapters to the R-ARCSS and a separate audio file was created per substantive chapter, a total of 49 separate audio files were created and disseminated.
22. Broadcasting has begun and is ongoing, with messages airing on local radio stations and nation-wide. Online versions of the summaries Juba Arabic, Dinka, Nuer, Bari, Zande and Collo (Shilluk) were published on the RJMEC website, and these will be printed for further dissemination during the early stages of the next reporting period. There have also been monthly coordination meetings held with a growing number of actors in the communication space including the NPTC, CTSAMVM, UNMISS, and representatives of civil society.
23. In addition to the RJMEC-led dissemination programme, there has been collaboration with various organisations to hold outreach workshops on the agreement namely UNESCO, Journalists for Human Rights, and Community Empowerment for Progress Organisation in support of World Press Freedom Day. These workshops have primarily focussed on providing an orientation on the contents of the R-ARCSS as well as giving the participants a platform to discuss ways in which they can engage in the peace process

IV. Update on the Agreement Institutions and Implementation Mechanisms⁴

24. The Agreement institutions which were reconstituted to carry out specific tasks of the Pre-Transitional Period are the NPTC, NCAC, and the IBC.⁵ In addition, several mechanisms for Transitional Security Arrangements were reconstituted consistent with *Article 2.4* of Chapter II of the R-ARCSS. This includes the JDB, Joint Transitional Security Committee (JTSC), Joint Military Ceasefire Commission (JMCC), Area Joint Military Ceasefire Committee (AJMCC), and CTSAMVM.

⁴ Detailed information on the constituting of the Agreement Institutions and Implementation Mechanisms can be found in RJMEC's Fourth Quarter 2018 and First Quarter 2019 Reports No. 001/19 and 002/19 respectively.

⁵ The Technical Boundary Committee (TBC) was another such institution but it completed its mandate in March 2019. A detailed report on its activities can be found in RJMEC's First Quarter 2019 Report No. 002/19.

The National Pre-Transitional Committee (NPTC)

25. *Article 1.4.7.2* of the R-ARCSS allows for the NPTC to be engaged in oversight and coordination of the implementation of the activities of the Pre-Transitional Period. A key aspect of that responsibility is the sourcing of requisite funding for the security implementing mechanisms. During the reporting period, the NPTC received US \$10 million from the I-TGoNU and disbursed US \$2 million to the various mechanisms to enable them to begin administrative preparations, reconnaissance of sites and training of site staff prior to the beginning of the cantonment process and to meet other administrative expenses.
26. The NPTC also reviewed the work plans and programs of all the mechanisms to realign the budget to conform with the six-month extension of the Pre-Transitional Period. This realignment extended to considering an increase in the number of NUFs from 75 000 to 83 000 and the required adjustments to the cantonment sites and training centers. As part of its dissemination strategy, the NPTC organised a validation workshop for all the stakeholders interested in disseminating the R-ARCSS.

The National Constitutional Amendment Committee (NCAC)

27. The Committee completed the review of the national security laws in accordance with Chapter 1, *Article 1.18.1.2* of the R-ARCSS,⁶ which was started in the previous quarter. This related to the National Security Service Act 2014 (Amendment) Bill, 2019 and the Political Parties Act, 2012 (Amendment) Bill 2019. In conformity with the requirements of *Article 1.18.1.3* of the R-ARCSS, the Bills were presented to the Minister of Justice and Constitutional Affairs. During deliberations on the National Security Service Bill, the Committee was able to reach consensus on all issues except that of ‘Arrest With Warrant’ (Section 55 of the Act).
28. There were strong arguments for the deletion of this section and equally strong arguments to retain it. Those who advocated for deletion argued that it is not the function of the National Security Service (NSS) to arrest suspects. According to those members, only the Police ordinarily should have powers of arrest and the NSS can only arrest in emergency situations. On the other hand members who supported retention of the section argued that the gathering of information or intelligence may require the arrest and interrogation of suspects by the NSS and that the requirement of a warrant meant there were enough safeguards through the oversight of the Judiciary to ensure that there was no abuse of these powers by the NSS. In the end, the Committee deferred Section 55 as an unresolved issue and pointed this out in the explanatory note accompanying the Bill to the Minister of Justice and Constitutional Affairs.

⁶ The process is intended to establish the legal framework for the security sector reform during the Pre-Transitional and Transitional periods and focused on the SPLA Act (2009), Police Service Act (2009), Prisons Service Act (2011), National Security Service Act (2014), and the Wildlife Service Act (2011). As part of the review the Committee called for submissions of proposed amendments from the Parties and Stakeholders to the Agreement and relevant institutions.

29. On 13 June 2019 the Committee received the Transitional Constitution of the Republic of South Sudan (Amendment) Bill No.6, 2019 from the Minister for Cabinet Affairs for the purposes of incorporation of the six months extension of the Pre-Transitional Period that was agreed by the Parties in Addis on 3rd May 2019, and subsequently endorsed by the IGAD Council of Ministers. The Committee also begun consultations on the drafting of a *National Fire Brigade/National Civil Defence Service Act*. In this regard, the Committee held meetings with the National Fire Brigade Service (NFBS) and the Ministry of Humanitarian Affairs and Disaster Management for the purposes of gathering information on among other key issues the distinction between the NFBS as stipulated in the Constitution and the R-ARCSS and the *National Civil Defence Service* in line with the Council of Ministers Resolution Number 96/2012. The Committee reviewed the information with a view to determine how to provide for the NFBS by law as required by the R-ARCSS.
30. The Committee has also held preliminary discussions with various institutions on the review of economic and financial sector laws provided for in Chapter IV of the R-ARCSS during the Transitional Period. These include the Public Finance Management and Accountability Act, 2011, National Audit Chamber Act, 2011 and the Anti-Corruption Commission Act, 2009.

The Independent Boundaries Commission (IBC)⁷

31. Following its constitutive meetings from 18th to 19th March 2019 in Juba, South Sudan and subsequent meetings from 26th to 27th March 2019 in Addis Ababa, Ethiopia, the IBC deliberated for just under three months and submitted the outcome of its work to the IGAD Executive Secretary on 18th June 2019. The Commission comprised five (5) members nominated by the Incumbent TGoNU, two (2) from SPLM/A-IO, and one (1) each from SSOA, FDs, and OPP, and four (4) nominated by member states of the African Union High-Level *Ad Hoc* Committee on South Sudan from South Africa, Nigeria, Rwanda, and Algeria. The members from South Africa and Nigeria served as Chairperson and Deputy Chairperson respectively.⁸
32. The IBC's mandate was to consider the number of States of the Republic of South Sudan, their boundaries, the composition and restructuring of the Council of States and to make recommendations on the same (*Article 1.15.7*). However, its report to the IGAD was inconclusive since its members did not agree according to Article 1.15.9, which stipulates that: "*The IBC shall strive to adopt its final report by consensus. If consensus is not achieved, the IBC shall adopt its final report by a decision that shall be supported by at least seven (7) of its South Sudanese members.*"

⁷ Members of the IBC were appointed by the Executive Secretary of IGAD on 28th February 2019 pursuant to *Article 1.15.1* of the R-ARCSS.

⁸ A complete listing of the members of the Commission can be found in Annex B of RJMEC's First Quarter 2019 Report No. 002/19.

Mechanisms for Security Arrangements

33. In an attempt to strengthen the planning capacity of the transitional security mechanisms, the RJMEC and the IGAD Special Envoy for South Sudan convened a Joint Mechanisms Coordination Workshop from 10th to 11th May 2019. The workshop was pursuant to the recommendation of the Parties from the meeting held in Addis Ababa, Ethiopia from 2nd to 3rd May 2019, which mandated the RJMEC and the Special Envoy to bring the mechanisms together to “work out a clear and credible plan for cantonment, training and unification of forces.” More specific objectives of the workshop are outlined in Box 2 below.

**Box 2: Objectives of the RJMEC Joint Mechanisms Coordination Workshop
10th - 11th May, 2019**

- Determine the extent to which the JDB, JMCC, JTSC, and SDSR Board have executed the Pre-Transition tasks as stipulated in the R-ARCSS;
- Identify challenges that impeded the timely implementation of security tasks, and develop remedial measures;
- Identify, prioritize, and sequence critical tasks that must be accomplished by each Mechanism;
- Determine specific timelines for the accomplishment of each task within the six months agreed by the Parties and endorsed by the IGAD Council of Ministers;
- Develop more effective coordination between the Mechanisms and NPTC;
- Revise budgets and design cost cutting measures;
- Develop a detailed and transparent plan for NPTC financial support to Mechanisms;
- Determine capacity building needs and potential partners; and
- Explore areas of potential support from the RJMEC, UNMISS, IGAD and other Partners.

34. On 10th - 11th May 2019, RJMEC convened a meeting between JMCC, CTSAMVM, UNMISS and Defense Attaches from the Troika, IGAD and Regional partners. The aim was to enhance coordination between JMCC, CTSAMVM and UNMISS in support of cantonment. On 15th May, RJMEC in collaboration with UN Women facilitated a workshop of the SDSRB. The focus was on providing guidance to the members on how to streamline gender and inclusivity in the planning of the Board as well as in security and defence policies. This is particularly critical as the Board develops policies to guide the security sector reform.
35. Linked to the issue of cantonment, representatives of the JDB, JMCC and the JTSC travelled to Addis Ababa, Ethiopia to meet ambassadors of the AU C5 countries of South Africa, Nigeria, Rwanda, Chad and Algeria. This was a follow-up to an earlier visit by the RJMEC security advisor where discussions were held on the AU C5 countries providing support to the

cantonment process. The mechanisms briefed the AU C5 on their logistical needs, training support and capacity gaps in the implementation of the transitional security arrangements, specifically related to cantonment and the training of the Necessary Unified Forces (NUF). Ultimately, the AU C5 promised material support to the cantonment process.

The Joint Defence Board (JDB)

36. The JDB is composed of the Chief of Defence Forces from all former warring South Sudanese armed factions namely: the SSPDF; SPLA-IO; and SSOA which is an alliance of the FDP, NAS (under Khalid Boutros), NDM, SSNMC/A, SSPM/A, SSLM/A, SSUM/A. It also comprises Chiefs of Staff and Directors General of National Security Service, Police and all other organized forces in order to exercise command and control over all organized forces during the Pre-Transitional Period.
37. The JDB has been instrumental in the implementation of confidence-building among field commanders, as well as strategizing and planning for cantonment together with the other security mechanisms. After receiving an initial contribution of US \$2 million from the NPTC it directed all the security mechanisms to immediately commence their work. It also requested all local governments throughout the country to cooperate with the mechanisms and directed all forces to render all necessary support towards the implementation of the Transitional Security Arrangements.

The Joint Transitional Security Committee (JTSC)⁹

38. In May 2019 the JTSC convened a Workshop to examine its progress on the selection, training and deployment of the NUFs. The objectives were to: (i) enable the JTSC, JDB, JMCC and SDSRB to agree on specific syllabi and subjects for the training, including modules on gender and prevention of SGBV, of the NUF; (ii) identify the competencies of instructors required to deliver the training and criteria for assessing the instructors; (iii) determine capacity building needs and potential partners for such support; (iv) explore areas of potential support from the RJMEC, UNMISS, IGAD countries, Troika and Regional partners; (v) determine duration of training; and (vi) determine the readiness of the selected training centers.
39. The outcomes of the Workshop were consensus on the following issues: the curricula for each of the six NUF elements, namely the military, NSS, State and National Police Forces, Wildlife Services, Prison Services and Fire Service; duration of and locations for training; and the roles, tasks, composition and training of the VIP Protection Force, which moved away from the concept of a 700-strong heavily armed military unit with an aggressive/defensive profile, towards a more conventional close protection force with a low-profile approach similar to the Troika and other nations.

⁹ The JTSC is mandated under *Article 2.2.8* to set eligibility criteria for candidates willing to serve in the unified forces, as well as plan and execute the unification of all forces.

Strategic Defence and Security Review Board (SDSRB)¹⁰

40. In May, the SDSR Board held a workshop to examine current progress on the Security and Defense Review. General Tsadkan, former Ethiopian CDF and advisor to SPLA, and contracted by RJMEC attended as a consultant SME. He, together with the RJMEC Security Advisors, succeeded in steering the Board back towards a more focused process to achieve a coherent and relevant Security and Defense Review. The Board also held a two-day workshop where it acquainted its members on processes, approaches, and best practices, including military doctrine, the SDSR framework in South Sudan, as well as Security Sector Reform and DDR.
41. The Board has also engaged with the civil society organizations as part of the strategic security assessment in an effort to solicit views of different stakeholders regarding the current security challenges and their aspirations for the security sector. Also, the Board and its secretariat attended a workshop organized by the JTSC where they discussed and exchanged views on the curriculum development for the unified forces.

Joint Military Ceasefire Commission (JMCC)¹¹

42. The overall objective of the JMCC is to ensure that the formation of the NUFs is in line with the spirit of the R-ARCSS, which promotes inclusivity, equitable representation and that strives to achieve a minimum of 35 percent representation of women in the security sector. The JMCC received an initial amount of US \$535,000 from the NPTC through the JDB, which was used for administrative support and to train the AJMCCs and JMC teams and undertake reconnaissance of the cantonment sites.
43. In June the JMCC provided training to 163 AJMCC and JMCTs teams from across South Sudan and drawn from three of the parties to the R-ARCSS to include TGoNU/SSPDF (71), SPLA-IO (48) and SSOA (44). The training focused on: (a) an overview of Chapter II of the R-ARCSS; (b) International humanitarian law; (c) Sexual and Gender Based Violence; (d) Eligibility criteria for cantoning, screening and unification of forces; (e) organisation structure and role of CTSAMVM; (f) overall objectives and the terms of reference for JMCC, AJMCC and the JMCTs; (g) screening and registration forms for cantonment; (h) cantonment reporting format and guidelines; and (i) civic education. These forces will form the core of the personnel in control of the cantonment sites. They will be deployed to the cantonment sites in readiness to receiving the former combatants and to officially begin cantonment.

¹⁰ The SDSRB is mandated to develop policies that would guide the professionalization of all defence and security services in South Sudan.

¹¹ It was reconstituted pursuant to Article 2.4.4.1 of the R-ARCSS and is charged with the responsibility to exert command and control of all forces in the field and contribute to the operationalization of the Permanent Ceasefire and Transitional Security Arrangement through close liaison with CTSAMVM and all other security mechanisms.

The Ceasefire Transitional Security Arrangement Monitoring and Verification Mechanism (CTSAMVM)¹²

44. In view of the extension of the Pre-Transitional Period, CTSAMVM readjusted its priority areas of work going forward to focus on: (a) verification of cantonment activities, such as screening, DDR and other related activities; (b) verification of unified forces, their training and redeployment; (c) continued verification of the Permanent Ceasefire, including the vacating of civilian buildings; and (d) investigation of alleged violations of the R-ARCSS including Sexual and Gender-Based Violence, use of child soldiers and recruitment.
45. During the period under review, CTSAMVM assisted the JMCC in assessing 20 of 35 cantonment sites selected by the JDB and found 17 to be suitable, 1 not suitable and 2 are disputed. It warned that the cantonment sites lacked food, clean water and medicines. CTSAMVM also reported that as of 10th June 2019 there were 54 occupied buildings, with 2 occupied by the SPLA-IO and 52 by the SSPDF. However, 20 civilian buildings were vacated during the second quarter, 17 by the SSPDF and 3 by the SPLA-IO.
46. The monitoring body reported denial of access for force verification by the Parties, requesting that notification be given prior to any visit for verification. The Parties noted that “unconditional access” does not mean no prior notification. Based on the persistent denials CTSAMVM wrote to the RJMEC Interim Chairperson seeking clarification on the term “unconditional access”. In response, the Interim Chairperson observed that for purposes of verification of troop numbers CTSAMVM should give prior notice, however, this would not apply if they were in the process of investigating alleged violations of the permanent ceasefire. In such an event they would not need to give prior notice and would have to be granted unconditional access by the Parties.
47. CTSAMVM has facilitated confidence-building measures among field commanders by conducting joint field visits and convening problem-solving meetings in hotspots such as in the Yei River area, Wau, Leer and some areas in Jonglei. By so doing, CTSAMVM’s operations have contributed to efforts leading to the general reduction in military skirmishes in those areas of the country.

V. Engagements of the Reconstituted Joint Monitoring and Evaluation Commission

48. During the period under review, the RJMEC continued to take a critical look at the pace of implementation with respect to the Pre-transitional tasks still outstanding. It is against this backdrop that the Interim Chairman of RJMEC issued an urgent letter to H.E Abiy Ahmed, Prime Minister of Ethiopia and Chairperson of the IGAD Heads of State and government on the ‘*Critical Issues Pursuant to the South Sudan Peace Process.*’ The RJMEC Interim Chairman among other things recommended that IGAD urgently convene an extra-ordinary summit and council meeting to take stock of the status of implementation of the revitalized agreement, engage the South Sudanese parties and stakeholders, and make a determination on the best way

¹² Reconstituted pursuant to *Article 2.4.5* of Chapter II, CTSAMVM is an IGAD institution responsible for monitoring and verification of the Parties’ compliance with and non-violations of the provisions of Chapter II.

forward. The Chairman also wrote to the leadership of the Parties to the agreement urging them to convene a meeting to immediately reach consensus on the best way forward given the current status of implementation. At the same time, three separate consultative meetings were held with the IGAD Special Envoy to develop a strategy to approach the issue of the formation or not of the RTGoNU on 12th May.

49. For its part, the RJMEC leadership held urgent discussions with the Chairman of the NPTC on the status of implementation of the R-ARCSS and concerns around the start of the Pre-Transitional Period. The incumbent government had indicated that it was prepared to respect the Agreement, which calls for the new government to be formed on May 12th. However, they would defer to the opposition who have requested an extension of the Pre-Transitional Period. The NPTC Chairman reported that he had requested the SPLM-IO to provide a written proposal on the extension that they sought. At the same time, the JDB has been charged with coming up with a detailed timeline for the unification of forces following which the requisite resources will be made available to them.
50. Consultative meetings were also held with the regional and international diplomatic community and the stakeholders to the Agreement. Discussions revolved around the decisions of the Parties to the Agreement to extend the Pre-Transitional period by six months. RJMEC detailed to the ambassadors and South Sudanese stakeholders what it believes to be critical measures that must be undertaken, in order to ensure that progress is realized towards the formation of the RTGoNU.
51. Key among these are for: (a) the IGAD member countries to make available security experts to assist in the work of the mechanisms on a short-term basis; (b) the timely and predictable release of resources by the NPTC to the mechanisms in a manner consistent with the timelines submitted; (c) the Parties to the Agreement allow CTSAMVM free and unhindered access in order to verify the number of troops and their locations; and (d) for the immediate commencement of cantonment using Panyume as a start-off. RJMEC also stressed the need for ITGoNU to make good on its pledge of financial and logistical support to the mechanisms for progress to be realized during the additional six months extension.
52. The RJMEC Leadership held a meeting with the President of the Republic of South Sudan on 8th April 2019. The Interim Chairperson briefed the President on the status of implementation of the Revitalized Peace Agreement's Pre-Transitional period tasks, ongoing activities and those activities yet to commence and consequential to the Transitional Period. Specifically, the attention of the incumbent Government was drawn to the urgent and critical outstanding tasks of the pre-transitional period which required to be expedited, including cantonment, unification and training of forces (including those to be designated for VIP mandate), reconstitution of the DDR Commission, conclusion of mandate of the IBC.
53. The RJMEC Interim Chairman accompanied the UNMISS SRSG and the IGAD Special Envoy to field visits in Panyume and the Yei River area where they met with various lawmakers, civil society representatives and members of the SPLM-A/IO. They got a chance to see first-hand the intended cantonment site in Panyume and observed the presence of IO forces that had shown up at the camp, which was not sufficiently set up to receive them.
54. The RJMEC leadership met with a visiting delegation from the office of the UN High Commissioner for Refugees. Issues discussed revolved around the current state of the refugees in the neighbouring countries and the displaced persons internally. It was confirmed that to date

there is no large-scale voluntary repatriation taking place. For the most part, the refugees are still wary of the security situation in the country. The UNHCR will not ask for voluntary repatriation at this time nor will it promote, facilitate or organize this activity. It will, however, provide the necessary support for those choosing to return home. Also, of note, was the fact that there are no new refugees coming out of South Sudan. The last time refugees entered the refugee camps was at the end of February when fighting broke out in the Yei River area.

55. The RJMEC leadership held urgent discussions with the Deputy Leader of the SPLM-IO Hon. Henry Odwar in a bid to resolve several issues. These discussions revolved around the SPLM-IO's nomination to the DDR Commission and on the overall status of implementation of the R-ARCSS. This is part of a larger effort to proactively engage all the parties to the agreement on a bilateral basis to address issues as they arise. Since the meeting, the SPLM-IO submitted two nominees to meet with the other Parties to the Agreement in order to discuss the modalities to reconstitute the DDR Commission.
56. RJMEC met with a visiting delegation of the AU/IGAD/UN, which was headed by Ambassador Smail Chergui – AU Commissioner for Peace and Security and Jean Pierre Lacroix head of UN Peace Keeping Operations. Discussions focused on the status of implementation of the Agreement and the commitment of the UN and AU to the peace process in South Sudan.

VI. Observations and Recommendations

57. In just over six weeks following the extension of the Pre-Transitional Period, very little progress has been made in completing or even starting the core tasks of cantonment and the training of the NUF, which many view as essential to having a smooth transition to the formation of the RTGoNU. The delay in implementation was considered to be as a result of the failure of the ITGoNU to make good on its pledge to release US \$100 million to support the Pre-Transitional activities. Another setback has been the inability of the IBC to reach consensus in order to resolve the issue of the number of states and their boundaries and on the formation of the Council of States.
58. Additionally, there was only limited progress on the vacating of all civilian centers as some continue to be occupied by the former combatants. More encouraging is the fact that there were only a few additional reports of SGBV and no violations of the permanent ceasefire. Periods of unrest and conflict were all related to communal differences played out amidst incidents of cattle rustling. The overall improvement in security is also encouraging the voluntary return of some IDPs to their homes.
59. Important Pre-Transitional Period tasks that were started previously and continue apace include dissemination of the R-ARCSS, delivery of humanitarian assistance, release of political prisoners and detainees, and disengagement of forces, and the beginning of a process of national healing and reconciliation. However, key pending tasks include: (i) cantonment and training of Necessary Unified Forces (ii) reconstituting of the DDR Commission; and (iii) the appointment of an RJMEC Chairperson.

60. In order to fully engage the cantonment process within the time left, it is important that the authorities avail the necessary resources to the mechanisms, which have demonstrated their readiness to carry out the task. At the same time, regional countries and the AU C5 should make good on their promises and avail support to the cantonment process. The former combatants are also demonstrating their readiness to report to the cantonment sites and those efforts should be encouraged and supported.
61. Given the inherent difficulties and serious hurdles that would be in the way of resolving the issue of the number of states and their boundaries, as well as the council of states through a referendum, it is important that the leadership of the Parties pursue a political solution. To that end, RJMEC supports the high level diplomatic initiative being undertaken by the IGAD Special Envoy to get agreement on this issue from the Parties.
62. RJMEC reiterates its recommendation that political leaders need to adopt a unified and coordinated awareness campaign with respect to promotion and dissemination of the R-ARCSS. This will undoubtedly send a strong message of unity and progress on peace to the people of South Sudan. It will also demonstrate their continued commitment to the implementation of the R-ARCSS in letter and spirit.

VII. Conclusion

63. The critical issues of agreement on the number of states and attempts to canton and train forces once again take centre stage as the 12th November deadline for the formation of the R-TGoNU looms. Without stated political will and the availing of resources, these two important milestones are in danger of not being realised. However, there is sufficient time remaining that if these two matters, in particular, are urgently dealt with as set out in the section above, then the country will be well-positioned to witness the formation of the R-TGoNU. Importantly, the cantonment process will be aided by the seeming willingness of the former combatants to follow orders and report to the cantonment sites.
64. While there was a marked slow-down in implementation during the reporting period the continued upholding of the permanent ceasefire, signs of improvement in the economy, the beginning of voluntary return home of IDPs, and commitment expressed by the Parties to address the prevalence of SGBV are all worthy of note. It demonstrates that a heightened pace of implementation can only further assist in moving the country along an irreversible path to lasting peace.
65. RJMEC on its part shall continue to impartially monitor, evaluate and report as it carries out its oversight responsibilities with regards to the R-ARCSS, and make interventions when necessary. It will also continue regular reporting in writing to the incumbent TGoNU, the TNLA, the Chairperson of the IGAD Council of Ministers, the Chairperson of the African Union Commission, the Peace and Security Council of the AU, and to the Secretary-General and Security Council of the UN.

Annex A: Status of Implementation of Various Pre-Transitional Tasks as at 30th June 2019

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
1.	1.4.3.1	Dissemination of the signed R-ARCSS to South Sudanese people inside the country, in different cities and refugee camps in neighbouring countries, and in Diaspora.			√	A number of institutions and agencies are doing dissemination, including NPTC, RJMEC, UNMISS, UNDP, Civil Society Organisations, etc. RJMEC alone has reprinted and distributed over 33,000 copies of the R-ARCSS in full and summarised versions.
2.		Nominations by Parties and Stakeholders of the representatives to the various R-ARCSS institutions and mechanisms and their reconstitutions/establishment.	√			All Parties and Stakeholders made their nominations to the various R-ARCSS institutions/mechanisms which has enabled formation.
3.	1.4.7	Appointment of the National Pre-Transitional Committee (NPTC)	√			NPTC was appointed and operational.
4.	1.4.7.3	Drawing of a roadmap for implementing the various pre-transitional tasks and budget	√			NPTC has been meeting and has developed a work plan and budget. It is actively supporting opposition representatives to participate in R-ARCSS implementation.
5.	1.4.7.4	NPTC submission of monthly written report to RJMEC	√			NPTC has been reporting monthly at RJMEC meetings and the reports are submitted in advance.
6.	1.4.8	Establishment of a Fund for the implementation of the Pre-Transitional Period activities	√			The NPTC has established a Fund and appealed for support but resourcing this fund has been a huge challenge. So far, only the RTGoNU and Japan have made direct contributions to the Fund.
7.	1.4.3.3	Initiate a process of national healing and reconciliation led by the parties, faith-based groups and civil society groups			√	Some confidence building measures have taken, including the Peace Celebration in Khartoum and Juba, and joint confidence building measures within the States, Presidential tours,

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
						and gradual return of opposition representatives to Juba. These efforts are envisaged to continue into the Transitional Period and climax with the implementation of Commission for Truth, Healing and Reconciliation and other Chapter V mechanisms.
8.	1.15.1	Establishment of IBC to determine the number and boundaries of state and restructuring or composition of the Council of States.	√			IBC was established belatedly.
9.	1.15.10 & 1.4.3.2	IBC to complete and present its recommendation to the IGAD Executive Secretary			√	IBC completed its work but did not reach consensus on the number of states and composition of the Council of States.
10.	1.15.18.1	Appointment of a Technical Boundary Committee (TBC)	√			TBC was appointed
11.	1.15.18.5	TBC to complete its work and present its report to IGAD Mediation.	√			TBC successfully concluded its work and presented its report to the IGAD Mediation on 26 th March 2019 in Addis Ababa, Ethiopia.
12.	1.4.3.5 & 1.18.1.1	Draft and complete a constitutional Amendment Bill that incorporates the Revitalised ARCSS into the Transitional Constitution of the Republic of South Sudan (TCRSS, 2011) (as amended)			√	The NCAC finalised its incorporation of R-ARCSS into TCRSS; the Bill was handed over to Minister of Justice and Constitutional Affairs. The Minister tabled the Bill to Cabinet which endorsed and now pending ratification by the TNLA.
13.	1.18.8	The President shall assent to the amendments no later than the end of the Pre-Transitional period		√		Amendment Bill is yet to be ratified by TNLA before signature by the President.
14.	1.18.1.2	Review and complete amendments to relevant national security legislation to bring their provisions into conformity with the R-ARCSS			√	NCAC finalised review and amendment of relevant four national security legislation SPLA Act, Police Act, Prisons Act and Wildlife Act, except Fire Brigade which doesn't exist. The

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
						amendments have subjected to stakeholders' validation and their comments are being incorporated.
15.	1.7.1, 1.18	The IGAD to reconstitute or establish the following institutions: The Joint Monitoring and Evaluation Commission (JMEC), National Constitutional Amendment Committee (NCAC), etc.	√			All Agreement mechanisms and institutions meant to be established or reconstituted by the IGAD Mediation have been complete. The DDR Commission is yet to be reconstituted by incumbent TGoNU, NPTC and the Parties.
16.	2.1.1	Observation of the Permanent Ceasefire throughout the country	√			The Permanent Ceasefire is largely holding across the country as amongst the Parties. Incidents of clashes reported in and around Yei River areas are attributed to clashes between SSPDF and/or SPLA-IO with NAS forces of Gen. Cirillo, a non-signatory armed group not adhering to the R-ARCSS.
17.	2.1.3	Dissemination of the provisions of the Permanent Ceasefire to all forces, allies and affiliates under their command			√	Some joint dissemination of the R-ARCSS has taken place but reports by CTSAMVM of continued denial of access by some commanders on the ground is evidence that more needs to be done in this regard.
18.	2.2.4, 2.4.3, 2.4.4, 2.4.5	The IGAD to reconstitute or establish the following Security institutions and mechanisms: Joint Defence Board (JDB), Joint Military Ceasefire Commission (JMCC), Joint Transitional Security Committee (JTSC) and the Strategic Defence and Security Review Board (SDSRB) and CTSAMVM	√			The IGAD Mediation has completed establishment and reconstitution of all security-related institutions and mechanisms.
19.	2.1.4	Forces of the warring parties and allied forces observe provisions of Permanent Ceasefire	√			Permanent Ceasefire largely holds amongst the Parties and their allied groups.
20.	2.1.5	Completion of disengagement and separation of forces by the Parties, withdrawal of allied			√	Some disengagements and withdrawal of forces have taken place but cannot be deemed complete until there

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
		troops and opening of humanitarian corridors				is full cantonment of all forces.
21.	2.1.6	Release of all prisoners of war and political detainees by all Parties under ICRC supervision			√	Some prisoners have been released but apparently not all. SPLM/A-IO insists that not all their supporters have been released.
22.	2.1.7	All non-South Sudanese armed groups leave the country within the Pre-Transitional period	√			There is no evidence of any unauthorised foreign force currently in the country.
23.	2.1.8	Cease recruitment and training of the recruits			√	There are allegations of ongoing recruitment and training of forces by some of the Parties, apparently to raise the numbers of forces declared.
24.	2.1.9	No revenge, vengeance or retribution and any kind of violation of the Permanent ceasefire			√	No direct evidence of vengeance but some incidents of violence in contravention of the Permanent Ceasefire provisions reported by CTSAMVM.
25.	2.1.10.1	Parties should refrain from actions that may impede or delay the provision of humanitarian assistance, or protection of civilians and restrict free movement of people			√	Generally, positive trend in improvement of delivery of humanitarian assistance but some incidents of impediments reported.
26.	2.1.10.2	Parties should refrain from acts and forms of sexual and gender-based violence, including sexual exploitation and harassments		√		There have been allegations of SGBV but they are still under investigations by CTSAMVM.
27.	2.1.10.3	Parties should refrain from recruitment and/or use of child soldiers by armed forces or militias in contravention of international conventions			√	Some Parties have released child soldiers but certainly not all and attempts by CTSAMVM to verify the forces have been impeded by some Parties.
28.	2.1.10.4	Parties should refrain from offensive provocative or retaliatory actions such as recruitment, mobilization, etc.			√	The Parties have largely observed this provision, but allegations of recruitment and potential mobilisation means it is incomplete.
29.	2.1.10.5	Parties should refrain from acts of hostility intimidation against IDPs etc.	√			There has since been no reported attack against IDPs by the Parties to the R-ARCSS except incidents in

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
						and around Yei River area which is fermented by the action of a non-signatory armed group.
30.	2.1.10.7	Parties should adhere to the obligations outlined in the CoHA of 21 st December 2017			√	Parties have largely adhered to this provision except for positive obligations towards IDPs and refugees which are yet to take shape and actions of NAS forces who signed CoHA but not adhering to R-ARCSS and are no represented in PCTSA mechanisms.
31.	2.1.10.8	Free movement of citizens, commodities and services shall be guaranteed.			√	Some trade routes remain insecure and inaccessible; Existence of numerous roadblocks undermines this provision.
32.	2.1.10.9	Humanitarian corridors for relief shall be immediately re-opened.	√			All major humanitarian corridors into South Sudan have been opened.
33.	2.1.11	Workshop in Khartoum on a Permanent Ceasefire and Transitional Security Arrangements (PCTSA)	√			Workshop completed.
34.	2.2.1	Completion of training and redeployment of the necessary unified forces within 8 months		√		Training of unified forces has not yet begun.
35.	2.2.3	Implementation of tasks such as demilitarisation of civilians' centres, disarmament, cantonment of forces, screening of forces, etc.		√		Major towns and cities, including Juba have not yet been demilitarised.
36.	2.2.2 & 2.2.3	Disengagement, separation and cantonment of forces		√		Forces have disengaged, been separated but are yet to report to cantonment sites.
37.	2.2.5 -7	Formation of JTSC and commencement of its meetings	√			JTSC established but operation has been hampered by lack of funding.
38.	2.2.8	JTSC sets eligibility criteria for candidates willing to serve in the unified national army and security organs	√			JSTC has set some eligibility criteria but these have not been rolled out.

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
39.	2.2.9	Commencement of joint training of the necessary unified forces of the military, police and other security services		√		There is some movement of troops towards the Cantonment sites but no training has started.
40.	2.2.10	Redeployment of the unified forces		√		Pending cantonment, training and unification of forces which have not yet begun.
41.	2.2.11	Selection of cantonment sites in accordance with agreed criteria	√			Parties have selected and agreed on 40 cantonments, 25 for opposition and 15 barracks for government forces but actual cantonment of forces is yet to begin.
42.	2.4.5	Reconstitution and restructuring of CTSAMVM	√			CTSAMVM has been fully reconstituted but its operation and effectiveness has been impeded by financial and logistical challenges.
43.	2.4.6	CTSAMVM performing monitoring, verification, compliance and reporting to IGAD and RJMEC on PCTSA implementation	√			<p>CTSAMVM is undertaking monitoring and verification as required but continues to face challenges due to lack of free access especially when it comes to force verification.</p> <p>Its overall operation and effectiveness have been impeded by financial and logistical challenges.</p>
44.	2.4.8	Reconstitution and convening of the CTSAMVM Board	√			CTSAMVM Board has been reconstituted and reconvened but its revised ToR is yet to be endorsed by the IGAD Council of Ministers.
45.	2.4.9	Reconstitution of the DDR Commission		√		DDR Commission is yet to be reconstituted by the incumbent TGoNU, NPTC and the Parties.
46.	2.5.1	Reconstitution of the SDSR Board	√			SDSR Board is in place but its work hampered by financial challenges affecting its meeting of set targets.

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
47.	2.5.3	SDSR Board completes a Strategic Security Assessment		√		SDSR Board is still reviewing its previous security assessment.
48.	2.5.4	SDSR Board complete stage 1-3 of its work including security assessment, develops security policy framework and conducts analysis of operational capabilities of the national army and security forces.		√		SDSR Board is seriously lagging behind due largely to financial and logistical constraints.
49.	3.1.1	Creation of an enabling political, administrative, operational and legal environment for the delivery of humanitarian assistance and protection.			√	Overall, an improved political and security environment for delivery of humanitarian assistance but a few legal and administrative requirement poses continuing to pose challenges either at national or state levels.
50.	3.1.1.1	Secure access to civilian population in need of emergency humanitarian assistance and protection			√	Civilians in all part of the country can now be accessed by humanitarian actors but access incidents remain in some cases.
51.	3.1.1.2	Guarantee right of refugees and IDPs to return in safety and dignity and to be afforded physical, legal and psychological protection			√	IDPs and refugees have the right to return by choice but there is limited legal and psychological support being extended to those in need.
52.	3.1.1.3	Respect rights of returnees in accordance with the Bill of Rights under the TCRSS 2011 as amended.			√	No reported incident of violation of rights of returnees but full enjoyment is subject to overall improvement in the economy and security throughout the country.
53.	3.1.1.4	Right of refugees and IDPs to citizenship and the establishment of mechanisms for registration and appropriate identification and/or documentation of the affected population.		√		No mechanisms have yet established for registration and appropriate identification/documentation of affected populations.
54.	3.1.1.5	Exercise of the right of returnees and IDPs to return to their places of origin and /or live in areas of their choice in safety and dignity.			√	Some areas in the country like around Yei River area remains inaccessible and the issue of dignity requires intervention for some vulnerable groups.

No.	Articles	Activities	Complete	Pending	Ongoing	Remarks
55.	7.1 & 7.2	Reconstitution of the JMEC	√			RJMEC reconstituted with 43 members and chaired by an interim chairperson appointed by IGAD.
56.	7.3	IGAD to appoint a Chairperson for the RJMEC		√		IGAD Heads of State and Government are making consultation on the substantive Chairperson of the RJMEC to be appointed.
57.	7.9	RJMEC submits quarterly report on the status of implementation of R-ARCSS	√			Two quarterly reports submitted to date.
58.	7.12	RJMEC holds monthly meetings and extra-ordinary meetings.	√			Five (05) monthly meetings held so far and 01 extra-ordinary meetings.
59.	8.1	Ratification of the R-ARCSS by TNLA and leadership organs of the Parties	√			All Parties have ratified the R-ARCSS

Note: From the Implementation Matrix as provided by the R-ARCSS, a series of important tasks were required to be implemented during the eight (8) months Pre-Transitional Period. The above table summarises fifty-nine (59) key activities which were to be implemented.

The above tasks were categorised into three broad categories and assessed to determine their current status of implementation i.e. completed, pending or ongoing.

- **Completed** tasks are one-time action required to produce results.
- **Pending** tasks denote where no action has been taken and no result is available.
- **Ongoing** denote some process has begun or partially undertaken but further actions are required in order to deliver the expected results or ensure full compliance.

Observations

From the above table, 27 out of 59 tasks have been completed. This represents approximately 46% of the overall tasks. Seventeen (17) out of 59 have started but still ongoing with different levels and timelines to expected completion. This accounts for approximately 29%. Fifteen (15) out of 59 tasks are yet to begin or be undertaken representing 25% of the required tasks.

However, the few unimplemented tasks are very critical for the formation of the RTGoNU and effective implementation of the R-ARCSS going forward. The completed tasks relate largely to the establishment or reconstitution of institutions and mechanisms of the R-ARCSS. Even though these have been established or reconstituted accordingly, their functionality has been a big challenge.

Most of the institutions and mechanisms have not been able to implement their assigned tasks effectively due to resource constraints and other impediments. These gaps have serious ramifications for the transition from Pre-Transitional Period into the Transitional Period.

Some of the tasks, including the unification of forces and determination of number of States and boundaries issues by IBC are critical for the formation of the RTGoNU. Lack of coordination and evidence of close cooperation amongst the key principles at the highest level continue to cast doubts and undermine confidence in the peace process.

There has been inadequate support from partners to the NPTC which partly accounts for the lagging behind. The Pre-Transitional Period tasks were expected to be funded by the incumbent TGoNU with support of international partners. Even though some support has been provided, the partners' contribution has generally not been forthcoming. There is need to match words with action if the R-ARCSS is to be fully implemented.

Conclusion

With the Pre-Transitional Period extended to 11th November 2019, every effort must be made to complete the ongoing tasks and put in place those that are pending. This is particularly important for the task of cantonment and the training of the Necessary Unified Forces and the reconstituting of the DDR Commission.