



**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 2025



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List of Acronyms

<i>AU</i>	<i>African Union</i>
<i>CRA</i>	<i>Compensation and Reparation Authority</i>
<i>CTRH</i>	<i>Commission for Truth Reconciliation and Healing</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>IDPs</i>	<i>Internally Displaced Persons</i>
<i>IGAD</i>	<i>Intergovernmental Authority on Development</i>
<i>JRC</i>	<i>Judicial Reform Committee</i>
<i>MVT</i>	<i>Mobile Verification Teams</i>
<i>NCAC</i>	<i>National Constitutional Amendment Committee</i>
<i>NCRC</i>	<i>National Constitutional Review Commission</i>
<i>NEC</i>	<i>National Elections Commission</i>
<i>NSS</i>	<i>National Security Service</i>
<i>NUF</i>	<i>Necessary Unified Forces</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>RTGoNU</i>	<i>Revitalized Transitional Government of National Unity</i>
<i>SPLM-IO</i>	<i>Sudan People's Liberation Movement-In Opposition</i>
<i>SSPDF</i>	<i>South Sudan People's Defence Force</i>
<i>TNL</i>	<i>Transitional National Legislature</i>
<i>TNLA</i>	<i>Transitional National Legislative Assembly</i>
<i>UNDP</i>	<i>United Nations Development Programme</i>
<i>UNMISS</i>	<i>United Nations Mission in South Sudan</i>
<i>UNHCR</i>	<i>United Nations High Commission for Refugees</i>

Executive Summary

This RJMEC Quarterly Report on the status of the implementation of the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) covers the period 1st April to 30th June 2025 and builds on its previous reports.

The report notes that, overall, the implementation of the key provisions of the R-ARCSS faced severe setbacks during the reporting period, with progress largely stalled and the risk of renewed conflict increasing. The general political and security situation in the Republic of South Sudan continued to deteriorate, with the Permanent Ceasefire severely compromised by repeated clashes between the South Sudan People's Defence Forces (SSPDF) and the Sudan People's Liberation Army–In Opposition (SPLA-IO), along with their allied forces.

Heightened political tension persisted, including the continued house arrest of Dr Riek Machar, First Vice President and Chair of SPLM/A-IO and detention of other high-ranking SPLM/A-IO members. This only serves to deepen mistrust among key parties to the R-ARCSS and undermine confidence of the people of South Sudan, the region and international community on the commitment of the parties to the implementation of the Agreement in letter and spirit. Besides, a number of unilateral dismissals and appointments by the ITGoNU, without consultation with other peace partners, further breached the Agreement's power-sharing provisions and eroded trust.

As the security and political environment continued to deteriorate, RJMEC intensified its diplomatic engagements, particularly nationally and within the region. RJMEC urged the Regional Guarantors to urgently use their diplomatic influence to resolve the ongoing political and security deadlock between SPLM/A-IO and ITGoNU. Their call for an immediate ceasefire, dialogue, release of detainees and swift, inclusive implementation of the R-ARCSS is widely supported by national, regional, and international peace actors.

Regarding the National Electoral Commission (NEC) preparations for elections in December 2026, it has continued to undertake operational and institutional strengthening. By the end of the quarter, it had established offices of the State High Elections Committees (SHECs) in 06 States with efforts reportedly underway to establish offices in the remaining States and Administrative Areas.

On the humanitarian front, the ongoing conflict has resulted in the destruction of health facilities and supply chain infrastructure, and looting in several northern counties, leaving people that were already battling flooding, food shortages and disease, deprived of essential services and livelihoods. Humanitarian access incidents were reported during this period. Conflict remained the dominant barrier to humanitarian access and delivery of lifesaving assistance, particularly in Upper Nile and Jonglei States. Conflict disrupted humanitarian operations and led to the forced relocation of humanitarian workers, halted critical medical outreach operations, targeting of humanitarian personnel and assets, abduction of workers, disruption of river transport (which is the most viable means of transportation during the rainy

season), looting of nutrition supplies and drugs, bureaucratic impediments and intensified checkpoints and searches, which caused delays in critical aid deliveries.

South Sudan is modernizing its financial systems by establishing a Treasury Single Account to centralize cash management and improve oversight. The Free Balance system for financial and human resource management has become operational, supporting transparency and accountability. Oversight bodies like the Audit Chamber and Anti-Corruption Commission are receiving capacity-building support, while new legislation for the Fiscal Financial Allocation and Monitoring Commission awaits full approval.

A comprehensive payroll cleansing and headcount is planned in three phases, starting with national employees in August 2025, to ensure transparency and eliminate fraud. The process includes the rollout of a biometric system and prioritizes pension contributions, with a Pension Fund Act already operational. Broader civil service reforms are underway, focusing on merit-based recruitment, inclusivity, and leadership training for women, though challenges persist due to political attrition and limited resources.

A Land Reform Unit has been established to implement the Land Policy, which is under parliamentary review. The review of the Land Act 2009 and Local Government Act will follow policy enactment. The digitization of the Independent Land Registry is ongoing, but its independence is in question. The Land Commission remains inactive, hindering effective land conflict mediation and policy implementation.

The Ministry of Agriculture is implementing its Comprehensive Agriculture Master Plan (CAMP) with limited government funding, relying on development partners. A new ‘100-Day Challenge’ strategy aims to boost sector commitment, form farmer cooperatives, and prioritize youth and women’s empowerment. Security and funding challenges, as well as equipment maintenance and market access, remain significant obstacles.

The Ministry of Water Resources is shifting from humanitarian to development approaches, completing several water projects and reviewing water management laws. The Ministry of Trade and Industry is promoting private sector growth and public-private partnerships, focusing on youth and women’s employment, and supporting MSMEs in key sectors. The Private Sector Development Strategy has been approved and awaits parliamentary review.

Meanwhile, work continues on the establishment of the Selection Panel of the Commission for Truth, Reconciliation and Healing even as the Africa Union Peace and Security Council called for the establishment of transitional justice mechanisms and urged the authorities to continue with their collaboration on the establishment of the Hybrid Court for South Sudan. Meanwhile lack of funding to key Agreement institutions and mechanisms, from the RTGoNU, including to the National Constitutional Review Commission has meant that there is no progress on the constitution-making process.

The report concluded that South Sudan risks a relapse to conflict thus requiring the concerted efforts of the Parties to the Agreement in helping to steer a path back to

lasting peace. The R-ARCSS continues to be the best means through which this can be accomplished. In order to kickstart this process there must be a restoration of trust, which necessarily involves releasing of the SPLM/A-IO detainees and restoring full participation in the various Agreement Institutions and Mechanisms.

Recommendations

RJMEC recommends the following actions geared towards putting an end to the deteriorating security and political situation as well as to encourage a faster pace of implementation of the R-ARCSS:

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

- Restore adherence to the Permanent Ceasefire and Transitional Security Arrangements, and refrain from acts of violence;
- Collaborate with CTSAMVM to enable it to investigate, verify and report findings on pending allegations of violations of the provisions of the Permanent Ceasefire;
- Urge Stakeholders to urgently complete consultations with their constituencies and submit to MoJCA their respective nominees to the Selection Panel of the CTRH;
- Desist from actions that may escalate tensions by demonstrating leadership, release detainees, embrace dialogue and to return to inclusive implementation of the R-ARCSS towards the path of stability and prosperity;
- Adhere to the protocols of the unification of forces, dialogue on a viable way forward and embrace preparatory arrangements underway in this regard; and
- Commit to the completion of the permanent constitution-making process to end the Transitional Period and guide the conduct of elections.

b. To the RTGoNU:

- Pursuant to the *Communiqué of the 1283rd Meeting of the AUPSC*, resolve the issues surrounding Dr. Riek Machar and other SPLM/A-IO leaders, military and other officials currently in detention;
- Ensure the functionality of all the Agreement implementation institutions and mechanisms, especially the Transitional Security Mechanisms are restored;
- Rebuild trust and confidence in the peace process and prioritise completion of the critical pending tasks of the R-ARCSS;
- Prioritise Phase II of the unification of all forces, deploy the NUF to maintain peace throughout the country, and implement comprehensive DDR;

- Expedite implementation of the Judicial Reform Committee’s report to bolster judicial reforms in the country;
- Expedite the return of the controversial NSS Act to the TNLA for reconsideration;
- Provide the necessary guidance through the MoJCA to stakeholders to enable them to establish a selection panel that will recruit members to the CTRH;
- Avail sufficient funding to the NCRC in a timely manner to enable it to roll out the civic education and public consultation campaigns to all parts of the country; and
- Provide needed support to the NEC in order for it to publish an elections calendar, detailing the roadmap to the Elections Day in December 2026; and
- Expedite the completion of the permanent constitution-making process to end the Transitional Period and guide the conduct of elections.

c. To the TNLA:

- Expedite the enactment of all the pending bills, including the National Audit Chamber Bill, and the NGO Amendment Bill to create the necessary civic and political space needed for the conduct of elections.

d. To IGAD:

- Continue to provide oversight in the South Sudan peace process; and
- Mobilize regional and international in-kind and financial support for RJMEC, CTSAMVM and the overall Peace Agreement.

e. To the African Union:

- Remain engaged in helping to find a solution to the political impasse in the country; and
- Continue with efforts towards the establishment of the CTRH and HCSS.

f. International Partners:

- Continue speaking with one voice and engaging collaboratively with the region in calling for continued de-escalation efforts and commencement of political dialogue between the Parties; and
- Support the Agreement institutions and mechanisms like the NCRC and the NEC to assist in the constitution-making and election processes.

I. Introduction

2. This report covers the status of implementation of the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) during the period 1st April to 30th June 2025 and builds on similar previous Reports Nos. 001/19 - 026/25¹ prepared since the signing of the R-ARCSS on 12th September 2018. In addition to the status update on implementation, it highlights the activities of the Reconstituted Joint Monitoring and Evaluation Commission (RJMEC) in the fulfilment of its oversight, monitoring and evaluation mandate within the R-ARCSS; and concludes by providing key recommendations to the Parties and Stakeholders to the R-ARCSS, the Revitalised Transitional Government of National Unity (RTGoNU), the Transitional National Legislature (TNL), the Intergovernmental Authority on Development (IGAD), the African Union (AU) and International Partners and Friends of South Sudan.
3. During the quarter, the implementation of the key provisions of the R-ARCSS faced severe setbacks, with progress largely stalled and the risk of renewed conflict increasing. The general political and security situation in the Republic of South Sudan continued to markedly deteriorate, with the Permanent Ceasefire severely compromised. Repeated clashes between the South Sudan People's Defence Forces (SSPDF) and the Sudan People's Liberation Army–In Opposition (SPLA-IO), along with their allied forces, which began since the previous quarter, are flagrant violations of the permanent ceasefire provisions.
4. In addition, heightened political tensions, including the continued detention of the First Vice President H.E. Dr Riek Machar and other high ranking SPLM/A-IO members only served to deepen mistrust among key parties to the R-ARCSS. On the humanitarian front the ongoing conflict has resulted in the destruction of health facilities and supply chain infrastructure, and looting in several Northern counties, leaving people that were already battling flooding, food shortages and disease, deprived of essential services and livelihoods.
5. Work continues on the establishment of the Selection Panel of the Commission for Truth, Reconciliation and Healing (CTRH) even as the Africa Union Peace and Security Council (AUPSC) called for the establishment of transitional justice mechanisms and urged the authorities to continue with their collaboration on the establishment of the Hybrid Court for South Sudan (HCSS). Meanwhile lack of funding to key Agreement institutions and mechanisms, from the RTGoNU, including to the National Constitutional Review Commission (NCRC) has meant that there is no progress on the constitution-making process.
6. This report is therefore structured as follows: Section I provides an overview of the report, followed by Section II, with an analysis of the status of implementation of the R-ARCSS, Section III highlights key observations and recommendations to the RTGoNU, the TNLA,

¹ Article 7.9 of the R-ARCSS mandates the RJMEC to prepare and submit Quarterly Reports to the Executive of the RTGoNU, the Council of Ministers of the RTGoNU, the Transitional National Legislature, the Chairperson of Intergovernmental Authority on Development (IGAD), the Chairperson of African Union Commission, the Peace and Security Council of the African Union (PSC), the Secretary General of the United Nations and Security Council of the United Nations.

the Parties and Stakeholders to the R-ARCSS as well as to the International Partners and Friends of South Sudan; Section IV is the conclusion.

II. Status of Implementation of the Transitional Tasks of the R-ARCSS

Chapter 1: Revitalised Transitional Government of National Unity

Recent Political Developments

7. The ongoing house arrest of the First Vice President, coupled with the detention of several senior SPLM/A-IO officials, including some key members of the Agreement Institutions and Mechanisms established under the R-ARCSS, has negatively affected the implementation process of the R-ARCSS. Additionally, unilateral dismissals and appointments undertaken without the requisite consultations and/or consensus among the peace partners, constituted clear breaches of the letter and spirit of the responsibility-sharing arrangements under the governance chapter of the R-ARCSS, further eroding trust and undermining its implementation.
8. During the quarter, the serious political violations requiring redress included: the continuous detention of the SPLM/A-IO senior political and military leaders, including H.E. Dr. Riek Machar Teny-Dhurgon, First Vice President of the Republic of South Sudan and Chairperson and Commander-in-Chief of the SPLM/A-IO; dismissal of the SPLM/A-IO's nominated national Minister of Health without consultation with and concurrence of the SPLM/A-IO; dismissal of the SPLM/A-IO's nominated Governor of Western Equatoria State without consultation with and concurrence of the SPLM/A-IO; dismissal of the South Sudan Opposition Alliance (SSOA) nominated Governor of Jonglei State and the replacement with an ITGoNU's nominee without consultation with and concurrence of the SSOA; and dismissal of the SPLM/A-IO's nominated Governor of the Upper Nile State and replacement with an ITGoNU's nominee without consultation and agreement of the SPLM/A-IO.
9. Subsequently, RJMEC formally communicated to the leadership of the RTGoNU recommending remedial measures to the aforementioned violations to the R-ARCSS. At the same time, it drew the attention of the Regional Guarantors on the need to urgently invoke their high-level diplomatic leverage to address the persistent political and security impasse between the Parties to the R-ARCSS, especially between the SPLM/A-IO and the ITGoNU. In response, the African Union dispatched a high-level delegation of its Panel of the Wise to Juba, South Sudan, in an effort to engage with the key players within the country.
10. On 4 June 2025, President Salva Kiir reconstituted the High-Level Ad Hoc Committee on the Implementation of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) and appointed 31 members from various political parties and stakeholders. Senior Presidential Advisor, Gen. Kuol Manyang Juuk from the ITGoNU chairs of the Committee and is deputized by Hon. Lasuba Ludoru Wongo, Minister for Federal Affairs from the SPLM-IO. At the same time, Hon. Dr. Martin Elia Lomuro, Minister for Cabinet Affairs, from the ITGoNU, is the Secretary General. RJMEC notes that since the reconstitution of the High-Level ad hoc Committee, contestations have arisen over its membership, by both the SPLM-IO through its spokesperson Hon. Pal Mai Deng, Minister of Water Resources, and Hon. Peter Mayen

Majongdit of the Umbrella of Political Parties, one of the OPP signatories to the R-ARCSS. The contestations point at the non-consultative manner of reconstituting the Committee allegedly inconsistent with article 1.9.2.3 of the R-ARCSS.

Legislative Reforms

11. In terms of the legislative reforms as provided for under article 1.18 of the R-ARCSS, no progress has been made during this reporting period. This is primarily because of the absence of some members of the SPLM/IO, following the house arrest of the First Vice President who chairs the Governance Cluster and the detention of several senior SPLM/A-IO officials, including Cabinet Ministers and Members of the Transitional National Legislature (TNL), both the Governance Cluster and the Cabinet (Council of Ministers) have not met to, *inter-alia*, process the pending bills.
12. In addition, some members of the TNLA, including the First Deputy Speaker of the TNLA have fled the country. Some TNLA members are also under detention. By end of this reporting period, the TNLA had not yet reconvened from its December 2024 recess. Consequently, all the pending NCAC revised laws such as the two Petroleum Bills and the NGO Act 2016 (Amendment) Bill are yet to be enacted. Equally, no progress has been registered with the promised return for further review of the controversial National Security Services (NSS) Act 2024.²

Judicial Reforms

13. In terms of the judicial reforms process as provided for under article 1.17 of the R-ARCSS, there was no progress in the implementation of the Judicial Reform Committee (JRC) report.³ During this period, the President replaced the former Chief Justice and his deputy and appointed new ones. The new Chief Justice Hon. Benjamin Baak Deng also launched the Strategic Plan of the Judiciary of South Sudan 2025-2029. It is however not clear whether the new strategic plan is informed by recommendations contained in the JRC Report. Under the R-ARCSS, implementation of the JRC reforms requires, first the review and amendment of the Judiciary Act, reconstitution of the Judicial Service Commission (JSC) and implementation of the recommended reforms.

National Elections

14. Pursuant to the extended transitional period, the National Elections Commission (NEC) is expected to conduct elections in December 2026. In line with its mandate, the NEC has continued to undertake operational and institutional strengthening in preparation for the conduct of national elections as provided for in the R-ARCSS. By the end of the quarter, NEC had established offices of the State High Elections Committees (SHECs) in 06 States

² The controversial Act which retains the power of arrest for the NSS was previously enacted by the TNLA. However, after much public outcry the President agreed to return the Act to Parliament with a view to curbing the powers of arrest of the NSS, a position which both the President and First Vice President previously supported.

³ The JRC under the chairmanship of Justice James Ogoola made several recommendations to the RTGoNU on improving the judicial sector in South Sudan.

out of the 10, with efforts reportedly underway to establish offices in the remaining States. Previously, NEC had developed three regulations, namely the *Regulations on Code of Conduct*, the *Regulation on Observers and Media Representatives Agents and Special Guests for Elections and Referenda* and the *Regulation on Elections Campaign for Political Parties and Candidates*.

15. Article 1.20.5 of the R-ARCSS, explicitly mandates that the National Elections Commission (NEC) conduct elections "*in accordance with the provisions of the permanent constitution, adopted pursuant to this Agreement.*" However, barely 18 months are left to the elections yet some related activities, which should have been implemented by this time, including voter education and registration, and constituency boundaries demarcation to align with the *National Elections Act 2022*, are yet to commence. The above notwithstanding, in June 2025, the NEC Chairperson announced that the national elections will be conducted as scheduled on 26 December 2026, citing earlier agreements by political parties.

Chapter 2: Permanent Ceasefire and Transitional Security Arrangements

16. The Permanent Ceasefire has continuously been violated by the South Sudan People's Defense Force (SSPDF) and the Sudanese People's Liberation Army – In Opposition (SPLA-IO) during the period of reporting. Although there was a gradual decline in clashes between the SSPDF and the White Army in Nasir and Ulang Counties of the Upper Nile State, fighting escalated in Panyikang County, Upper Nile State, Fangak and Pigi Counties in Jonglei State, and Morobo County in Central Equatoria State. Unfortunately, all the armed clashes that occurred during the reporting period have not yet been investigated by the Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism (CTSAMVM) for a variety of reasons.
17. First, some areas are too volatile to guarantee the safety of the CTSAMVM Monitoring and Verification Teams (MVTs). Second, there are areas where CTSAMVM has continuously been denied access by the Joint Verification Monitoring Mechanism (JVMM) such as in Wonduruba in Central Equatoria State. Third, some CTSAMVM MVTs are unable to conduct patrols due to the limited or non-participation of the SPLA-IO MVT members who worry about their security given the ongoing hostilities between the SSPDF and the SPLA-IO.
18. Due to the reasons cited above, the following violations that occurred during the current quarter are yet to be investigated by CTSAMVM:⁴ i) clashes between the SSPDF and the SPLA-IO allegedly supported by armed youth in Tonga, Panyikang County, Upper Nile

⁴ These violations add to a number carried out during the first quarter. See the reported violations highlighted on page 6 of the first quarter report of 2025 at <https://jmecsouthsudan.org/index.php/reports/rjmec-quarterly-reports/267-rjmec-quarterly-report-on-the-status-of-implementation-of-the-r-arcss-from-1st-january-to-31st-march-2025/file>.

State; ii) clashes between the SSPDF and the SPLA-IO in Fangak and Pigi Counties of Jonglei State; and iii) alleged SSPDF attack on SPLA-IO at Panyume Cantonment Site and consequential clashes of the two Parties in Morobo County Central Equatoria State. In addition, allegations that led to the arrest of some members of the SPLM/A-IO, including H.E. Dr. Riek Machar Teny, First Vice President of the Republic of South Sudan and Chairperson of SPLM/A-IO by the security agencies are yet to be investigated by CTSAMVM.

19. The RJMEC Interim Chairperson communicated to the leadership of the RTGoNU to allow CTSAMVM to be granted the opportunity to investigate, verify and report findings on alleged violations of the provisions of the permanent ceasefire; reconstitution of membership and reactivation of the functioning of the various affected security implementation mechanisms based on renewed trust and confidence building measures; prioritization of unification of all forces, deployment of the Necessary Unified Forces (NUF) to maintain peace throughout the country, and implementation of comprehensive Disarmament Demobilization and Reintegration (DDR); and sustained diplomatic and political support from the regional guarantors of the R-ARCSS to deescalate tensions and support dialogue among the Parties.

Transitional Security Arrangements

20. There has been no progress regarding the unification and deployment of forces. The alleged attacks on some training centres by the SSPDF have led to their abandonment. Effectively, there is no progress regarding the completion of Phase I nor the commencement of Phase II training and unification of forces.⁵ In addition, some Cantonment Sites were allegedly attacked by the SSPDF. These attacks have eroded trust between the two parties and require political intervention to salvage. The Disarmament Demobilization and Reintegration (DDR) process remained stalled and the Strategic Defence and Security Review (SDSR) process has not progressed since the completion of the validation process in December 2024.

Chapter 3: Humanitarian Assistance and Reconstruction

21. During the quarter, humanitarian needs escalated due to conflict, flooding, acute food insecurity and cholera outbreaks as well as funding cuts. The conflicts have resulted in the destruction of health facilities and cold chain infrastructure, and looting across the Upper Nile State in Nasir, Ulang, Fangak, Jikmir and Kuich counties. This has left populations that were already battling flooding, food shortages and disease deprived of essential services and livelihoods.
22. The impact is particularly significant for children, women and girls whose access to essential maternal, sexual, and reproductive healthcare and response services for survivors

⁵ During Phase I over 55,000 troops were trained and graduated. From this number only about (8 000) were redeployed. Phase II was expected to train the remainder of the troops.

of rape and sexual violence are heavily restricted. The conflicts have also resulted in the displacement of more than 130,000 people in Upper Nile State alone since March 2025. Heavy flooding is expected this rainy season with the worst impact projected in areas affected in previous years. The projected floods will likely worsen the already severe cholera outbreak which has so far resulted in 60,530 cases and 1,247 deaths nationwide as of 18 May 2025.

23. In a bid to mitigate acute vulnerabilities and protection risks, towards the end of May, the United Nations Central Emergency Response Fund (CERF) allocated US \$10 million to support life-saving humanitarian assistance targeting more than 270,000 people in six high-risk counties of Canal/Pigi, Fangak, Ayod, and Akobo in Jonglei State, and Panyikang and Fashoda in Upper Nile State, which were severely affected by multiple and overlapping crises. It is worth noting that by 22 May 2025, only 16.6 per cent of the 2025 Humanitarian Needs and Response Plan for South Sudan budget of US \$1.7 billion needed to assist 5.4 million people had been realized. There is an urgent need for funding to cover the multiple and acute needs within the humanitarian sector.

Humanitarian Access

24. In the month of May 2025, 39 access incidents were reported compared to 50 in April with the majority of the incidents (28) being active hostilities and violent incidents against personnel and assets. Conflict remained the dominant barrier to humanitarian access and the delivery of lifesaving assistance, particularly in Upper Nile and Jonglei States.⁶ The conflict disrupted humanitarian operations and led to the forced relocation of humanitarian workers, the halting of critical medical outreach operations, targeting of humanitarian personnel and assets abduction of humanitarian workers, disruption of river transport (which is the most viable during the rainy season), looting of nutrition supplies and drugs, bureaucratic impediments and intensified checkpoints and searches, which caused delays in critical aid deliveries.

Food Security

25. According to the Integrated Food Security Phase Classification (IPC) acute food insecurity and acute malnutrition analysis of April 2025 – July 2025 issued 12 June 2025, 7.7 million people (57% of the population) are experiencing high levels of acute food insecurity during the lean season spanning April-July 2025. Among these are 2.3 million acutely malnourished children, 1.2 million acutely malnourished pregnant or lactating women and about 83,000 people 39,000 of whom are returnees from Sudan projected to experience catastrophic levels of acute food insecurity in several parts of the country including Pibor County, Luakpiny/Nasir, Ulang, and Malakal Counties of Upper Nile State. To prevent the total collapse of livelihoods, increased starvation, death and possible

⁶<https://www.unocha.org/publications/report/south-sudan/south-sudan-humanitarian-access-snapshot-may-2025>

deterioration into famine, there is a need for urgent multi-sectoral responses and the protection of humanitarian access.

Return Resettlement and Reintegration

26. By the end of May 2025, 1.17 million returnees, refugees and asylum-seekers had crossed into South Sudan from Sudan since April 2023 with children and women comprising 76 percent of the refugees. In May alone, 30,714 arrivals were recorded with 10,735 of whom were new refugee arrivals. The biggest challenge to returnees' resettlement and reintegration remains limited funding, insecurity and lack of services at the points of final return.

Chapter 4: Resource Economic and Financial Management

Public Finance Management

27. The establishment of the Treasury Single Account (TSA) is underway, aimed at modernizing cash management and enhancing oversight and centralized control over government cash resources by the Ministry of Finance and Planning and the Central Bank. Currently, efforts are focused on aligning the Core Banking System of the Bank of South Sudan with the Integrated Financial Management Information System (IFMIS) in the ministries. Once complete, the TSA will become operational.
28. During the quarter, the Free Balance system, a platform for public financial and human resource management that enhances governance, transparency, and accountability, became operational after being shut down in the second half of 2024. It supports public service reform with its modern and integrated personnel and payroll management system.
29. The oversight institutions, namely the Audit Chamber and the Anti-Corruption Commission, continue to receive capacity-building support from development partners to enable them to execute their mandates. The draft legislation of the Fiscal Financial Allocation and Monitoring Commission has been approved by Parliament; however, the Council of States has expressed reservations that remain unresolved. These laws that are to govern the Commission are to be approved by both the State and County authorities. The Commission's role is to ensure transparency in the allocation of nationally collected funds to the States and Counties.

Pay Roll Cleansing

30. This is part of a 3-phase head count strategy. The first being at the national level for which preparation is at an advanced stage and would commence in August 2025 with 300,000 employees. The second phase is at the line ministry, which will focus on State level employees. The participation of the organized forces at this level is yet to be determined. This is being implemented within the context of *Building Institutional Foundation for an Effective Public Sector Project*. The payroll system HRMIS is being designed to ensure

transparency and accountability in the entire public sector. The new biometric system would ensure I person one job, would start in July and the Head Count would start in August.

31. It is anticipated that this Head Count process that has prioritized pensions will be completed as opposed to the 2019 Head Count that was stopped by the President. A Pension Fund Act had been passed, the institution is operational and pensions contribution is being paid for all employees. The Electronic Payroll system generates pension contributions. Furthermore, the Pension Regulations are being reviewed whilst the reviewed Act is still in Parliament.
32. The next level is to review the existing legal frameworks. This would include conducting a litmus test to ascertain whether South Sudanese lack the capacity to perform or they are not motivated enough. This will be done in the ministries of energy, water, health and education and involve recruiting reform champions who will be paid based on their output. Thereafter, young professionals will be recruited and trained.

The Civil service Management Strategy

33. This focuses on reviewing the Civil Service Act and developing policies and manuals to facilitate key reforms. It will ensure merit, inclusiveness (gender regional balance and PWDs) in the recruitment process. The strategy will include a program for women in leadership. A Memorandum of Understanding has been signed by the RTGoNU with the University of Juba to conduct the training. The steady implementation of these provisions has been challenged by the attrition rate at the political level, political buy-in and interpretation, and the lack of resources.

Management of Natural Resources

34. The Land Reform Unit was established by a Ministerial Order to implement the Land Policy at the State level. The Land Policy is currently under consideration in Parliament, having undergone its first reading. The Parliamentary Committee for Lands has reviewed the policy. The review of the Land Act 2009 will commence following the enactment of this Policy. This review will be conducted concurrently with the Local Government Act, which grants local governments authority over community land in the boma and payam areas. Additionally, the drafted land regulations will need to be revised to align with the provisions of the Land Policy. This document also includes forms that will be utilized for land transactions. Following the enactment of the Land Policy individual states will develop their individual policies.
35. The Land Policy Implementation Strategic Plan will provide for the review, revision, and updating of existing policies and laws, and identify new policies and laws that need to be developed such as:

- 34.1. Community Land Act.

- 34.2. Public Land Act.
 - 34.3. Land Registration Act.
 - 34.4. Land Commission Act.
 - 34.5. Physical Planning Act (incorporating town and country planning).
 - 34.6. Land Survey Act.
 - 34.7. Climate Change Act; and
 - 34.8. Family Law (incorporating inheritance of land)
36. The digitization of the Independent Land Registry is currently underway, yet it remains under the jurisdiction of the Ministry of Justice and Constitutional Affairs. This situation potentially compromises its independence. The Land Commission remains inactive and is unable to fulfil its responsibilities as outlined in sections 4.8.2.1.3 and 4.8.2.1.4 of the R-ARCSS. Concerning section 4.8.2.1.3, which addresses the mediation of land-related conflicts, the Alternate Dispute Resolution Unit has been established within the Ministry of Land and Public Utilities.

Agriculture and Food Security

37. Under the Ministry of Agriculture and Food Security's Comprehensive Agriculture Master Plan (CAMP), which covers crops, livestock, forestry, and fisheries, annual plans are developed and sanctioned by the head of the Economic Cluster. However, due to insufficient government funding, these plans have only been partially implemented with assistance from development partners. The Ministry has created a new strategy called 'The Minister's 100-Day Challenge.' This initiative aims to enhance commitment to the sector and emphasize the importance of prioritizing agriculture, in light of His Excellency's declaration of 2025/26 as the Year of Agriculture in South Sudan.
38. This strategy supports the creation of farmer groups and cooperatives that provide tractors and other farming tools and address the issue of capacity building for extension workers. The youth and women empowerment are also prioritized. Furthermore, the *100 Day Challenge Strategy* will facilitate a national conference involving all stakeholders in the agricultural sector, both at the central government and state levels. Academic researchers will present their papers addressing the cross-cutting issues that impact agricultural productivity.
39. The Ministry is cognizant of the challenges posed by the security situation in parts of Unity State, Tonj, parts of Jongeli, Upper Nile and Western Equatoria States to the implementation of this strategy. Another challenge identified is the availability of financial resources. Due to a lack of funds, the Ministry could not start this project on the intended scale during the 2025 planting season (February to June). Other challenges recognized by the Ministry were the maintenance of mechanized farm equipment and access to markets. Centres for mechanical operations will be established, and feeder roads will be constructed to support these initiatives. Importantly, the Ministry has been able to advocate for an increase in their 2025/26 budget allocation to enable them to implement

this strategy and anticipate timely disbursement from the Ministry of Finance and Planning (MoFP).

The Nile and Other Water Resources

40. The Ministry of Water Resources and Irrigation in South Sudan developed a long-term Regional Climate Decision Project to manage water bodies. The project includes studies on floods and capacity development in the water sector across all states. As the sector transitions from humanitarian aid to development, it is reviewing its WASH (water, sanitation, and hygiene) services and governance. With support from development partners, several water supply projects are now complete.
41. A National Task Force is reviewing all water management laws to align with global trends and harmonize rural and urban water laws. The South Sudan WASH Strategic Framework, which provides fourteen guidelines for effective service delivery and improved hygiene practices nationwide, has also been completed. The Ministry of Trade and Industry had ensured that commercial laws in South Sudan favoured nationals since independence as lease land contracts expire and land returned to nationals containing structures built by the tenants.

Enterprise Development Fund

42. The Ministry of Trade and Industry aims to foster a private sector-led economy by developing Public Private Partnership laws. They have identified key sectors like gum arabica, honey, hide and skin, and fish, with support from development partners to boost MSME competitiveness and increase employment, focusing on youth and women. Youth employment in South Sudan has increased as fish production and exports to Congo grow. The Private Sector Development Strategy has been approved by the Council of Ministers and will be presented to Parliament. This will strengthen the South Sudan Business Forum as a platform for public-private investment engagements.

Chapter 5: Transitional Justice Accountability Reconciliation and Healing

43. In the previous reporting period (in February 2025), the Ministry of Justice and Constitutional Affairs (MoJCA) formally wrote to Stakeholders who are Signatory to the Agreement, requesting them to nominate members to the Selection Panel of the CTRH in accordance with Section 10(1) of the CTRH Act. This section of the Act provides for the establishment of a nine-member selection panel nominated from stakeholder groups i.e., academia, eminent personality, Persons with Disabilities (PWD) religious leaders, Civil Society Organisations (CSO), women, youth and victim/survivors. The Selection Panel mandate is to recruit commissioners of the CTRH.
44. More than 80 stakeholder representatives comprising civil society organizations, women's groups, youth associations, survivor networks, and organizations of persons with

disabilities, drawn from across South Sudan and representing both national and state-level constituencies, convened for a two-day national conference (21 – 22 May 2025) in Juba to deliberate on the selection process for the CTRH. The conference was convened by the South Sudan Civil Society Forum working with the South Sudan Transitional Justice Working Group. It received logistical support from UNMISS, UNDP and the International Centre for Transitional Justice (ICTJ) among others. The meeting was opened by RTGoNU represented by Hon. Martin Elia Lomuro, Minister of Cabinet Affairs.

45. Conference participants within their specific stakeholder constituencies i.e., PWD, civil society, youth and women stakeholders were sensitized on the legally laid out process towards selecting commissioners to the CTRH. Thereafter the participants held deliberations on how to derive nominees to take up the role of member in the Selection Panel. By the end of this reporting period, some stakeholder groups had been able to agree on their nominees while others continue to hold consultations. The Stakeholders who are signatory to the R-ARCSS are expected to formally write to the MoJCA respectively nominating members to serve in the Selection Panel.
46. Informed by guidance issued on 15th February 2025 from the RTGoNU (MoJCA) to AUC, the AUC and UN (UNDP, UNMISS, OHCHR) are currently designing a process of recruiting the three non-South Sudanese CTRH Commissioners. According to section 10(4) of the CTRH Act, the Chair of the AUC in consultations with the Secretary General of the UN is required to establish a transparent and consultative process of selecting the three non-South Sudanese CTRH commissioners.
47. Further, in this reporting period, the United Nations Security Council (UNSC) by way of Resolution 2781 (2025) adopted at its 9928th meeting held on 30 May 2025 reiterated its call on the RTGNU to establish the Hybrid Court for South Sudan (HCSS) and set up the CTRH and the CRA. Similarly, the African Union Peace and Security Council (AUPSC) at its 1283rd meeting held on 12 June 2025 on an '*Updated Briefing on the Situation in South Sudan*' also called for the establishment of transitional justice mechanisms. The AUPSC reiterated its call on the RTGoNU to continue working with the AU Commission - Office of the Legal Counsel (OLC) – to develop the Guidelines for the establishment of the HCSS, and the modalities for the truth, reconciliation, compensation and reparation processes.

Chapter 6: Parameters of Permanent Constitution

48. In terms of the permanent constitution-making process, no new progress was registered during this reporting period. The reconstituted NCRC has not received any funding from the RTGoNU in order to roll out its civic education and public consultation plan. The recruitment of the Constitution Drafting Committee (CDC) and establishment of the Preparatory Sub-Committee (PSC) for the convening of the national constitutional conference are both still pending.

Chapter 7: Reconstituted Joint Monitoring and Evaluation Commission

49. As the security and political environment in South Sudan continued to deteriorate, RJMEC intensified its diplomatic engagements, particularly within the region. The Interim Chairperson drew the attention of the Regional Guarantors on the need to urgently invoke their high-level diplomatic leverage to address the persistent political and security impasse between the Parties to the R-ARCSS, especially between SPLM/A-IO and ITGoNU. The RJMEC's call for an immediate cessation of hostilities, interparty dialogue, and an expedited, inclusive implementation of the R-ARCSS has been echoed by a broad consensus among the national, regional and international peace stakeholders.
50. Accordingly, from 2 – 6 April 2025, the African Union dispatched a high-level delegation of its Panel of the Wise to Juba, South Sudan. The delegation, led by H.E. Domitien Ndayizeye, former Burundian President, being a solidarity and fact-finding mission, sought to assess the rapidly evolving situation on the ground and foster dialogue among the country's leadership. The delegation's engagements with H.E. President Salva Kiir and a range of stakeholders, building on ongoing efforts by the region, symbolized the AU's commitment to supporting the South Sudan's peace process. Regrettably, the team was denied access to the First Vice President H.E. Dr Riek Machar, by the RTGoNU.
51. On 11 April 2025, RJMEC formally communicated to the leadership of the RTGoNU recommending remedial measures to the aforementioned violations to the R-ARCSS. They included: release of the SPLM/A-IO leaders and military officials currently in detention; cessation of all forms of hostilities and restoration of adherence to the Permanent Ceasefire and Transitional Security Arrangements; continuous de-escalation of tensions through speaking with one voice for the sake of peace and engaging in dialogue to address the current challenges
52. On 5 May 2025, RJMEC, CTSAMVM, AUMISS and UNMISS together briefed a joint mission of H.E. Mahamoud Ali Youssouf, Chairperson of the AUC and H.E. Mohamed Abdi Ware, Deputy Executive Secretary of IGAD on the status of implementation of the R-ARCSS, recommending that the Parties to the Revitalised Peace Agreement embrace dialogue as the primary means to end hostilities and respect, uphold and adhere to the letter and spirit of the Agreement, and the need to urgently develop a revised roadmap, strategy and timeline for expeditious implementation of all the critical pending tasks within the extended Transitional Period, with the aim of de-escalating tensions and promoting dialogue amongst the Parties.
53. Furthermore, on 12 June 2025, the RJMEC briefed the AUPSC on the current political and security situation in South Sudan, along with recommendations for breaking the deadlock and resuming full implementation of the R-ARCSS. The AUPSC underscored, among others, that full implementing all provisions of the R-ARCSS remains the only viable path to a sustainable resolution of South Sudan's challenges. The Council called

for an immediate end to hostilities, the unconditional release of Dr Riek Machar and other detainees, and reinstatement of detained SPLM/A-IO officials, and urgent measures to de-escalate political tensions and prevent the collapse of the R-ARCSS. The AUPSC further stressed the need for continued dialogue and an independent investigation into all violations of the R-ARCSS.

III. Key Observations and Recommendations

Observations

54. Despite extensive high-level diplomatic efforts by regional and international actors, no significant breakthrough has been achieved in resolving South Sudan's political and security impasse. The First Vice President Dr Riek Machar remains under house arrest while the Chief of Defence Staff of the SPLA/IO and IO government ministers and members of Parliament remain in detention. In addition, several IO representatives have either left Juba or fled the country all together. Further, the absence of direct dialogue between the leadership of the Parties, particularly between the RTGoNU and the SPLM/A-IO, reflects deeper underlying mistrust and unresolved grievances that continue to hinder effective implementation of the R-ARCSS.
55. Nonetheless, these diplomatic interventions represent important gestures of political goodwill, aimed at encouraging the country's leaders to prioritize the aspirations of ordinary citizens for peace, dignity, and security to be at the core of all political discussions and interventions. Besides, the R-ARCSS remains widely recognized as the sole comprehensive and transformative framework capable of guiding South Sudan towards a stable and prosperous future, provided it is implemented fully and faithfully. Therefore, the preservation of its sanctity is critical to ensure a smooth democratic transition at the end of the transitional period.
56. Beyond the political and security situation, the prolonged failure by the RTGoNU to fund the Agreement institutions and mechanisms has also resulted in an extremely negative impact on implementation of the Agreement. As the NEC awaits funding from the RTGoNU to initiate planned electoral activities, it also has to contend with the complete stalling of the constitution-making process, a foundational prerequisite for credible elections. This creates a critical legal and procedural challenge, which has to be addressed in order to prevent these issues from adversely affecting the work of the NEC.
57. There is also a need for urgent funding to support the resettlement and reintegration of returnees and IDPs in order to improve their chances of participating in the socio – economic and political arena. The mounting humanitarian crisis and falling levels of financial support has greatly exacerbated the humanitarian situation in South Sudan and unless it is addressed a growing proportion of the population will be faced with food shortages and disease and will be deprived of essential services and livelihoods.

Recommendations

58. The recommendations that follow, if acted upon, including to the Parties to the Agreement, RTGoNU, TNL, IGAD, the African Union, and the International Partners, are geared towards putting an end to the deteriorating security and political situation as well as to encourage a faster pace of implementation of the R-ARCSS.

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

- Restore adherence to the Permanent Ceasefire and Transitional Security Arrangements, and refrain from acts of violence;
- Collaborate with CTSAMVM to enable it to investigate, verify and report findings on pending allegations of violations of the provisions of the Permanent Ceasefire;
- Urge Stakeholders to urgently complete consultations with their constituencies and submit to MoJCA their respective nominees to the Selection Panel of the CTRH;
- Desist from actions that may escalate tensions by demonstrating leadership, release detainees, embrace dialogue and to return to inclusive implementation of the R-ARCSS towards the path of stability and prosperity;
- Adhere to the protocols of the unification of forces, dialogue on a viable way forward and embrace preparatory arrangements underway in this regard; and
- Commit to the completion of the permanent constitution-making process to end the Transitional Period and guide the conduct of elections.

b. To the RTGoNU:

- Pursuant to the *Communiqué of the 1283rd Meeting of the AUPSC*, resolve the issues surrounding Dr. Riek Machar and other SPLM/A-IO leaders, military and other officials currently in detention;
- Ensure the functionality of all the Agreement implementation institutions and mechanisms, especially the Transitional Security Mechanisms are restored;
- Rebuild trust and confidence in the peace process and prioritise completion of the critical pending tasks of the R-ARCSS;
- Prioritise Phase II of the unification of all forces, deploy the NUF to maintain peace throughout the country, and implement comprehensive DDR;
- Expedite implementation of the Judicial Reform Committee's report to bolster judicial reforms in the country;
- Expedite the return of the controversial NSS Act to the TNLA for reconsideration;
- Provide the necessary guidance through the MoJCA to stakeholders to enable them to establish a selection panel that will recruit members to the CTRH;

- Avail sufficient funding to the NCRC in a timely manner to enable it to roll out the civic education and public consultation campaigns to all parts of the country; and
- Provide needed support to the NEC in order for it to publish an elections calendar, detailing the roadmap to the Elections Day in December 2026; and
- Expedite the completion of the permanent constitution-making process to end the Transitional Period and guide the conduct of elections.

c. To the TNLA:

- Expedite the enactment of all the pending bills, including the National Audit Chamber Bill, and the NGO Amendment Bill to create the necessary civic and political space needed for the conduct of elections.

d. To IGAD:

- Continue to provide oversight in the South Sudan peace process; and
- Mobilize regional and international in-kind and financial support for RJMEC, CTSAMVM and the overall Peace Agreement.

e. To the African Union:

- Remain engaged in helping to find a solution to the political impasse in the country; and
- Continue with efforts towards the establishment of the CTRH and HCSS.

f. International Partners:

- Continue speaking with one voice and engaging collaboratively with the region in calling for continued de-escalation efforts and commencement of political dialogue between the Parties; and
- Support the Agreement institutions and mechanisms like the NCRC and the NEC to assist in the constitution-making and election processes.

IV. Conclusion

59. South Sudan risks a relapse to conflict thus requiring the concerted efforts of the Parties to the Agreement in helping to steer a path back to lasting peace. The R-ARCSS continues to be the best means through which lasting peace can be accomplished. In order to kickstart this process there must be a restoration of trust, which necessarily involves releasing of the SPLM/A-IO detainees and restoring full participation in the various Agreement Institutions and Mechanisms. At the same time the NCRC and the NEC should be given the resources to complete the constitution-making and election processes. The

long-suffering people of South Sudan are rightly fed up with conflict and yearn for lasting peace and security.

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

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