

## 12. Reports of the Secretary-General on the Sudan

### Overview

During the period under review, the Security Council held 48 meetings, including four closed meetings with the troop-contributing countries,<sup>174</sup> and adopted 11 resolutions and five presidential statements in connection with the Sudan. The Council focused on the referendum in South Sudan, the establishment of the Republic of South Sudan, and the status of Abyei, which were significant milestones in the implementation of the Comprehensive Peace Agreement. In addition, the Council followed the national elections held in 2010, the Doha peace process and the security and humanitarian situation in both the Sudan and South Sudan. It received several briefings by the Prosecutor of the International Criminal Court on the Court's activities pertaining to the indictment of several high-ranking Sudanese officials, including the President of the Sudan, Omar Al-Bashir.

The Council established two new missions, the United Nations Mission in South Sudan and the United Nations Interim Security Force for Abyei (UNISFA), and terminated the mandate of the United Nations Mission in the Sudan (UNMIS).<sup>175</sup>

The Council twice extended the mandate of the African Union-United Nations Hybrid Operation in Darfur (UNAMID), for a period of one year each time, and the mandate of UNMIS twice, for a period of one year and another period of two months. The mandate of UNISFA was extended for a period of five months.<sup>176</sup> The Council also twice extended the mandate of the Panel of Experts, which had been set up to assist the Committee established pursuant to resolution 1591 (2005) in monitoring implementation of the sanctions concerning the Sudan.<sup>177</sup>

In October 2010 and May 2011, the Council visited the Sudan as part of its mission to Africa.<sup>178</sup>

### 11 February and 29 April 2010: national elections of 2010

On 11 February 2010, the Assistant Secretary-General for Peacekeeping Operations stated that the Sudan had reached a critical juncture and would face enormous challenges, as national elections were scheduled to take place in April 2010. He reported on the preparation of the elections, including the peaceful conduct of the registration process in November and December 2009. The National Elections Commission continued to face considerable technical challenges, including the establishment of hundreds of thousands of polling stations and the transportation of large quantities of electoral materials to remote locations.<sup>179</sup>

On 29 April 2010, the Council adopted resolution 1919 (2010) by which it, inter alia, took note of the nationwide elections conducted in April 2010, as elections were a component of the implementation of the Comprehensive Peace Agreement, and commended the people in the Sudan who were working toward democracy.

### 11 February 2010 to 25 October 2011: the Doha peace process

From 11 February 2010 to 25 October 2011, the Council held nine meetings at which it heard briefings from a number of speakers, including members of the Secretariat on the progress made in implementing the mandate of UNAMID across Darfur, as well as the status of the political process.<sup>180</sup>

On 20 May 2010, the Joint Special Representative for the African Union-United Nations Hybrid Operation in Darfur reported that significant challenges remained in the peace process, including the continuing insecurity, the lack of cohesion among the armed movements, the refusal of Abdul Wahid to participate in the peace talks, and the limited progress made towards the establishment of durable ceasefire arrangements. He outlined four priority goals for the mission, namely, enhancing the security and safety of United Nations and humanitarian personnel and the civilian population; providing more proactive support

<sup>174</sup> See S/PV.6296, S/PV.6361, S/PV.6420 and S/PV.6514.

<sup>175</sup> For more information on the mandates of these missions, see part X, sect. I, "Peacekeeping operations".

<sup>176</sup> The Council extended the mandate of UNAMID by resolutions 1935 (2010) and 2003 (2011); the mandate of UNMIS by resolutions 1919 (2010) and 1978 (2011); and the mandate of UNISFA by resolution 2032 (2011).

<sup>177</sup> Resolutions 1945 (2010) and 1982 (2011).

<sup>178</sup> For more information on Security Council missions, see part I, sect. 36, and part VI, sect. II. A, with regard to investigation of disputes and fact-finding

<sup>179</sup> S/PV.6269, pp. 2-3.

<sup>180</sup> See S/PV.6269, S/PV.6318, S/PV.6338, S/PV.6365, S/PV.6410, S/PV.6474, S/PV.6519, S/PV.6589 and S/PV.6638.

for the ongoing peace process; facilitating the ongoing normalization of relations between Chad and the Sudan; and facilitating support for recovery, reconstruction and development in Darfur.<sup>181</sup>

On 14 June 2010, the Chairperson of the African Union High-level Implementation Panel stated that the Panel fully supported the Doha negotiations, which were focused on concluding a peace agreement involving all the belligerents, and supported efforts to conclude those negotiations as speedily as possible. It would also immediately take steps to prepare for the convening of the Darfur-Darfur conference aimed at concluding a global political agreement.<sup>182</sup> The Joint African Union-United Nations Chief Mediator for Darfur stated that the mediation was currently focusing on three aspects, namely, direct dialogue and negotiations among the parties to the conflict, raising awareness and involving civil society in the peace process and improving relations between Chad and the Sudan. The Government and the Liberation and Justice Movement (LJM) had reaffirmed their commitment to the Doha peace process as the only forum for peace negotiations on Darfur. It was imperative for all armed movements to adhere to the peace negotiations and for the Justice and Equality Movement (JEM) to return to the negotiation table. He requested Council members to demand that the Government and JEM immediately cease hostilities and encourage all the armed movements and the Government to make dialogue the only way to resolve the crisis.<sup>183</sup> Speakers welcomed the mediation efforts and urged all parties to engage in the Doha peace process.

On 27 July 2010, the Joint African Union-United Nations Special Representative for Darfur reported that the Doha talks, which included the participation of the Government of the Sudan and LJM, were making steady progress and had received an important boost from the second civil society forum launched on 12 July 2010. He stated that the absence of JEM and the Sudan Liberation Movement of Abdul Wahid was extremely unfortunate, noting that the Joint Chief Mediator was urging the leaders of the two movements to join the process and discuss possible modalities for their participation.<sup>184</sup>

On 30 July 2010, by resolution [1935 \(2010\)](#), the Council extended the mandate of UNAMID for a further 12 months, and welcomed the priority given to the continuing efforts of the mission to promote the engagement of all Darfurian stakeholders in support of and to complement the work of the Joint Chief Mediator and the African Union/United Nations-led political process for Darfur. It demanded that all parties to the conflict, including all rebel groups, immediately engage fully and constructively in the peace process without preconditions, including by entering into talks under the mediation of the Joint Chief Mediator with a view to completing an inclusive and comprehensive agreement, underlined the importance of completing such an agreement in order to bring a stable and durable peace to the region, and welcomed the work of Qatar in this regard and the support of other countries in the region.

On 26 January 2011, the Assistant Secretary-General for Peacekeeping Operations said that there had been some progress in the ongoing negotiations in Doha. In November 2010, joint negotiating committees from LJM and the Government had concluded their work in the broad areas of power-sharing, justice and reconciliation, compensation, the return and resettlement of refugees and internally displaced persons, and security arrangements. However, important points of disagreement remained on the powers of a regional authority to implement the peace agreement in Darfur and a vice-presidency post for Darfur. Moreover, the African Union-United Nations Sudan Consultative Forum had agreed to begin planning for a Darfur political process, which would be based on the outcomes of the Doha process and work to build support within Darfurian communities for the key principles arising from the Doha negotiations.<sup>185</sup>

On 20 April 2011, the Assistant Secretary-General for Peacekeeping Operations stated that the peace process had entered a crucial phase, with the three signatories to the framework agreements — the Government of the Sudan, JEM and LJM — present and fully engaged in the negotiations in Doha. He said that the positions of the Government of the Sudan and LJM on the texts were “nearly reconcilable”, but JEM had made a number of fundamental comments and suggestions. He expressed appreciation for the international community’s full support for the

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<sup>181</sup> [S/PV.6318](#), pp. 3-4.

<sup>182</sup> [S/PV.6338](#), pp. 2-3.

<sup>183</sup> *Ibid.*, pp. 8-9.

<sup>184</sup> [S/PV.6365](#), pp. 2-3.

<sup>185</sup> [S/PV.6474](#), p. 2.

mediation, including its interventions with the parties to impress on them the need to seize the opportunity for a comprehensive peace, and called on the international community to send a clear message to JEM that it must fully engage on the basis of the draft provided to it and reach a comprehensive agreement in the time frame established by the mediation.<sup>186</sup>

On 22 July 2011, the Joint African Union-United Nations Special Representative for Darfur reported on the progress made during the All Darfur Stakeholders Conference held in Doha from 27 to 31 May. The parties had endorsed the draft Doha document for peace in Darfur as the basis for reaching a permanent ceasefire and a comprehensive and inclusive peace settlement in Darfur, and the document had been signed on 14 July by LJM and the Government. Daunting challenges remained, namely, how to continue engagement of the holdout armed movements, JEM, the Sudan Liberation Army (SLA)-Abdul Wahid and SLA-Minni Minawi, and obtain the agreement of the Government with respect to a cessation of hostilities and a commitment to discuss in good faith how to achieve an inclusive and comprehensive peace agreement.<sup>187</sup>

On 29 July 2011, the Council adopted resolution [2003 \(2011\)](#), by which it expressed its strong commitment and determination to support the African Union-United Nations Darfur peace process hosted by Qatar, deplored the fact that some groups continued to refuse to join this process, and strongly urged them to do so without further delay or preconditions. It welcomed the outcome of the All Darfur Stakeholders Conference, held in Doha from 27 to 31 May, and the signing on 14 July of the Agreement between the Government of the Sudan and LJM for the Adoption of the Doha Document for Peace in Darfur as an important step forward in the peace process.

#### **11 June 2010 to 15 December 2011: briefings by the Prosecutor of the International Criminal Court**

From 11 June 2010 to 15 December 2011, the Prosecutor of the International Criminal Court briefed the Council pursuant to resolution [1593 \(2005\)](#) on the activities of his Office with regard to Darfur. He commented on the lack of cooperation by the

Government of the Sudan in executing the arrest warrants in the cases against President Al-Bashir and the rebel commanders that had attacked African Union peacekeepers at their base in Haskanita in September 2007.<sup>188</sup> Each briefing was followed by a private meeting during which Council members expressed their positions on those issues.<sup>189</sup>

On 15 December 2011, the Prosecutor of the International Criminal Court informed members that on 28 November the High Court of Kenya had implemented an arrest warrant against President Al-Bashir following the decision of the International Criminal Court. President Al-Bashir had retaliated diplomatically against the Kenyan decision and threatened economic and trade sanctions. Malawi, on the other hand, had failed to comply with cooperation requests issued by the Court and refused to arrest President Al-Bashir.<sup>190</sup>

#### **25 October 2010 to 27 April 2011: referendum on the independence of South Sudan**

On 25 October 2010, the Under-Secretary-General for Peacekeeping Operations reported that there had been visible progress in the preparation of the referendum for Southern Sudan scheduled for 9 January 2011, though very little time remained. He stated that UNMIS continued to provide the Southern Sudan Referendum Commission with technical, logistical and advisory assistance, while UNAMID would assist by setting up voter registration and polling centres in Darfur.<sup>191</sup>

On 16 November 2010, the Council adopted a presidential statement, in which it urged the parties to the Comprehensive Peace Agreement, while working to make unity attractive and recognizing the right to self-determination of the people of Southern Sudan, to take urgent action to implement their commitment to ensure peaceful, credible, timely and free referendums that reflected the will of the people of Southern Sudan and Abyei, as provided for in the Agreement. In this regard, it welcomed the start of registration for the Southern Sudan referendum on 15 November and encouraged further efforts to ensure that the referendums were held on 9 January 2011 in

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<sup>186</sup> [S/PV.6519](#), p. 4.

<sup>187</sup> [S/PV.6589](#), p. 2.

<sup>188</sup> See [S/PV.6336](#), [S/PV.6440](#), [S/PV.6548](#) and [S/PV.6688](#).

<sup>189</sup> See [S/PV.6337](#), [S/PV.6441](#), [S/PV.6549](#) and [S/PV.6689](#).

<sup>190</sup> [S/PV.6688](#), pp. 3-4.

<sup>191</sup> [S/PV.6410](#), p. 2.

accordance with the Agreement and as scheduled in the timeline published for the Southern Sudan referendum by the Southern Sudan Referendum Commission. Expressing concern at the continued delays in releasing to the Commission the full funding needed for preparations to continue to move forward, the Council called upon the parties and all Member States to respect the outcome of credible referendums that reflected the will of the people of Southern Sudan and Abyei.<sup>192</sup>

Following the adoption of the statement, the Secretary-General noted that the referendum process was on track, and stressed the need to ensure that it was conducted in an orderly fashion and that the Sudanese people accepted its outcome. He said that it was imperative that the process be credible and transparent, reflecting the aspirations of the population.<sup>193</sup> The Chairperson of the African Union High-level Implementation Panel reported that the parties to the Comprehensive Peace Agreement had acceded to the code of conduct prepared by the Panel, which bound them to ensure a free and fair referendum, and had committed themselves to respecting its outcome. Negotiations on post-referendum arrangements had been launched and the parties had engaged on outstanding issues such as security, borders, citizenship, oil and water resources.<sup>194</sup> Noting that his Government's agreement to grant Southern Sudan its right to self-determination was among the "more daring" decisions taken anywhere in Africa, the Minister for Foreign Affairs of the Sudan reaffirmed Khartoum's commitment to holding the referendum as scheduled and to accepting its outcome, be it in favour of unity or secession.<sup>195</sup> The Secretary-General of the Sudan People's Liberation Movement noted that the Government of Southern Sudan would make sure that every logistical arrangement was in place and that the referendum would take place on time. Noting that all signs were indicating that the people of Southern Sudan were likely to vote for independence, he called on the international community to respect the outcome of the referendum.<sup>196</sup> While acknowledging the progress achieved in the preparation for the referendums,

including the start of voter registration for the Southern Sudan referendum, Council members expressed concern about delays in the preparations, particularly in Abyei. They called for further efforts in planning the way forward and to ensure that the referendums were held on 9 January 2011. Speakers also highlighted the need to resolve critical post-referendum arrangements in a peaceful manner, including the issues of border demarcation, oil-revenue distribution, security, citizenship rights, and civilian protection.

On 16 December 2010, the Council adopted a presidential statement, in which it welcomed the conclusion of a peaceful registration process for the Southern Sudan referendum, and encouraged the parties to continue that forward momentum towards peaceful and credible referendums on 9 January 2011. It urged the parties to ensure that citizenship and residency arrangements were in accordance with applicable international obligations and refrained from arbitrarily depriving an individual of citizenship.<sup>197</sup>

After the statement had been read out, the Under-Secretary-General for Peacekeeping Operations stated that voter registration for the referendum in Southern Sudan had gone well, without violent incidents. More than 115,000 people had been registered in the Sudan and 2.9 million in Southern Sudan according to preliminary counts. He stated that although the security situation in Southern Sudan was relatively calm it continued to be fragile. Given the uncertainties of the coming months, the parties, the United Nations and the international community were preparing to prevent, to the extent possible, and mitigate humanitarian crises. UNMIS and the United Nations country team had developed a referendum-related contingency plan for the period from November 2010 to June 2011.<sup>198</sup>

On 18 January 2011, the Special Representative of the Secretary-General for the Sudan reported on the peaceful conclusion of the referendum process, 83 per cent of registered voters having cast their ballots. He stated that the Southern Sudan Referendum Commission would announce preliminary results for the entire referendum on 2 February, the final results on 7 February and any appeals on 14 February.<sup>199</sup> The Chair of the Secretary-General's Panel on the Referenda in the Sudan reiterated that the referendum

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<sup>192</sup> S/PRST/2010/24.

<sup>193</sup> S/PV.6425, pp. 4-5.

<sup>194</sup> Ibid., p. 7.

<sup>195</sup> Ibid., p. 9.

<sup>196</sup> Ibid., p. 12.

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<sup>197</sup> S/PRST/2010/28.

<sup>198</sup> S/PV.6452, pp. 3-6.

<sup>199</sup> S/PV.6468, pp. 2-3.

process had been conducted in a peaceful and transparent manner, allowing the people of Southern Sudan to express their will freely.<sup>200</sup> Council members urged all parties to follow through on the referendum process in a peaceful manner, respecting all their obligations and pursuing earnest negotiations in pursuit of a sustainable solution to all outstanding issues.

On 9 February 2011, the Special Representative of the Secretary-General briefed the Council following the announcement on 7 February of the official results of the referendum in Southern Sudan, which showed that an overwhelming majority of the voters had opted for secession. He noted that President Al-Bashir had signed a decree confirming his Government's acceptance of the results as the legitimate expression of the will of the people of Southern Sudan, thus confirming the Government of the Sudan's readiness to recognize the formation of an independent South Sudan at the end of the Comprehensive Peace Agreement period on 9 July 2011. Regarding the post-referendum tasks, he stated that both parties were engaging seriously and making progress in areas such as border demarcation, good-neighbourly relations, non-interference in the affairs of the other and recognition of economic interdependence.<sup>201</sup> The representative of the Sudan said the Council and the international community should reward his Government for keeping its promise to accept the outcome of the referendum. There should be a new vision that would reconsider the position vis-à-vis "the hero of peace", President Al-Bashir. The secession of Southern Sudan did not mean that a geographic wall would sever the links between north and south, but only a new beginning of close cooperation that would reflect the linkage of interests and the reciprocal needs of both parties. He made a strong appeal for the economic sanctions imposed on his country to be lifted, stressing that economic stability in the north also meant stability for the south.<sup>202</sup> The Minister of Regional Cooperation of the Government of Southern Sudan stated that his Government was preparing for the responsibilities of statehood by continuing to work on good governance, institution-building and the establishment of a multiparty democracy. Following independence, it would establish a broad-based

Government of national unity, promulgate a new constitution and schedule national elections.<sup>203</sup>

At the end of the meeting, the Council, by a presidential statement, welcomed the announcement on 7 February 2011 by the Southern Sudan Referendum Commission of the final results of the referendum on self-determination for the people of Southern Sudan, which showed that 98.83 per cent of voters chose independence. It called upon all Member States to respect the outcome of the referendum, and looked forward to welcoming an independent South Sudan as a new member of the international community after 9 July.<sup>204</sup>

On 27 April 2011, by resolution [1978 \(2011\)](#), the Council, considering the results of the referendum of Southern Sudan and the request by the Government of Southern Sudan for a continued United Nations presence in South Sudan, announced its intention to establish a mission to succeed UNMIS and requested the Secretary-General to continue to consult with the parties to the Comprehensive Peace Agreement and to submit a report by 16 May.

#### **8 July to 15 November 2011: establishment of the Republic of South Sudan and UNMISS**

On 8 July 2011, by resolution [1996 \(2011\)](#), the Council welcomed the establishment of the Republic of South Sudan on 9 July 2011 upon its proclamation as an independent State. Acting under Chapter VII of the Charter of the United Nations, it decided, inter alia, to establish as of 9 July 2011 the United Nations Mission in South Sudan (UNMISS) for an initial period of one year. It decided that the mandate of UNMISS should be to consolidate peace and security and to help to establish the conditions for development in South Sudan, with a view to strengthening the capacity of the Government to govern effectively and democratically and establish good relations with its neighbours. It authorized UNMISS, inter alia, to foster longer-term State-building and economic development and to support the Government of South Sudan in exercising its responsibilities for conflict prevention, mitigation and resolution and protecting civilians.

On 13 July 2011, while congratulating the Governments of the Sudan and South Sudan, the Under-Secretary-General for Peacekeeping Operations

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<sup>200</sup> Ibid., p. 5.

<sup>201</sup> [S/PV.6478](#), p. 2.

<sup>202</sup> Ibid., pp. 7-9.

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<sup>203</sup> Ibid., p. 11.

<sup>204</sup> [S/PRST/2011/3](#).

said that South Sudan would face tremendous early challenges, including in the areas of domestic policy and security and in its relationship with the north. He noted that UNMISS would work closely with the Government of South Sudan to address those challenges, while supporting peacebuilding and extending its good offices. He reported that the transition towards the new Mission was well under way and that the Special Representative of the Secretary-General had taken office on 9 July.<sup>205</sup> The representative of South Sudan thanked members for recommending to the General Assembly that his country be admitted as the newest member of the United Nations and for adopting resolution 1996 (2011) mandating a new peace consolidation mission in his country.<sup>206</sup> The representative of the Sudan recalled that his Government was one of the first States to recognize the results of the referendum in January, and the first State to recognize the new State of South Sudan. He called for the end of unilateral sanctions and the forgiveness of the debt of his country.<sup>207</sup> Council members welcomed the independence of South Sudan and called on UNMISS to work closely with the Government in addressing economic, political and social challenges.

On 15 November 2011, presenting the first quarterly report of the Secretary-General on UNMISS,<sup>208</sup> the Special Representative of the Secretary-General and Head of UNMISS emphasized that the Mission and the international community should quickly mobilize the political will, resources and capacities to capitalize on the momentum from independence and ensure that priorities and spending decisions were aligned with the needs of citizens. Noting the first steps taken by Government of South Sudan to develop broader and more representative government institutions and a legislature, she expressed concern over how the Government would address the key challenges of the transitional period in the areas of governance, corruption and political inclusiveness. While pointing out that the mandate of UNMISS did not cover monitoring South Sudan's border with the Sudan or the relationship between the two countries, she underlined that peace and stability

in South Sudan depended on good relations with its neighbours, first and foremost the Sudan.<sup>209</sup>

### **31 May to 14 December 2011: status of Abyei and establishment of UNISFA**

On 31 May 2011, the Under-Secretary-General for Peacekeeping Operations noted that, while much had been achieved, a number of key issues under the Comprehensive Peace Agreement, such as the status of Abyei, remained unresolved. He reported that the parties had signed a joint position paper on border security and had agreed on the establishment of a common border zone and the architecture required to jointly manage the zone. However, an agreement on a third-party mechanism to assist the parties in implementing the agreement remained outstanding. Stating that the security situation in Abyei had been a concern for months, he noted that the Government of the Sudan had not withdrawn its "oil police", the Popular Defence Forces and Misseriya militias, and the Government of South Sudan had not withdrawn its police elements.<sup>210</sup> The representative of the Sudan stated that the Government of South Sudan had not complied with the two Kadulgi agreements, which stipulated the withdrawal of all forces from the Abyei area, and had instead kept its forces there; provocative attacks had followed, including the kidnapping of members of the Sudanese Armed Forces. He stressed that the Sudanese military presence in Abyei was not permanent, and would last only until an agreement was signed that guaranteed an end to such provocations and attacks.<sup>211</sup> While expressing concern about the situation in Abyei, the representative of Southern Sudan stated that the occupation of Abyei by the Sudanese Armed Forces was a serious violation of the Comprehensive Peace Agreement. Khartoum's actions over the past week represented a grave escalation that risked provoking a resumption of armed conflict between the two parties. He called on the Council to condemn the move by Khartoum to take Abyei and to demand that the Sudanese Armed Forces withdraw from Abyei immediately and unconditionally.<sup>212</sup>

On 3 June 2011, the Council adopted a presidential statement, in which it, inter alia, strongly condemned the Government of the Sudan's taking and

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<sup>205</sup> S/PV.6583, p. 2.

<sup>206</sup> Ibid., p. 4.

<sup>207</sup> Ibid., pp. 5-6.

<sup>208</sup> S/2011/678.

<sup>209</sup> S/PV.6660, pp. 2-4.

<sup>210</sup> S/PV.6542, p. 2.

<sup>211</sup> Ibid., p. 5.

<sup>212</sup> Ibid., p. 7.

continued maintenance of military control over the Abyei area and the resulting displacement of tens of thousands of residents of Abyei, and called on the Sudanese Armed Forces to ensure an immediate halt to all looting, burning and illegal resettlement. The Council demanded that the Government of the Sudan withdraw immediately from the Abyei area and further demanded the immediate withdrawal of all military elements from Abyei. It demanded that the Government of the Sudan and the Government of Southern Sudan cooperate fully with the Special Representative of the Secretary-General for the Sudan and Head of UNMIS and the African Union High-level Implementation Panel to establish immediately a viable security arrangement for Abyei, supported by UNMIS, in which all Sudanese Armed Forces, Sudan People's Liberation Army and allied forces would withdraw from the Abyei area.<sup>213</sup>

On 20 June 2011, the Chairperson of the African Union High-level Implementation Panel reported that the Government of the Sudan and the Sudan People's Liberation Movement had signed an agreement to demilitarize Abyei and replace all Sudanese military forces with Ethiopian forces. He hoped that the Security Council would look at the agreement and take all decisions necessary to ensure that its various provisions could be implemented.<sup>214</sup> The Special Representative of the Secretary-General for the Sudan added that, upon instruction of the Council, the United Nations would be ready to assist in the quick deployment of those Ethiopian troops to Abyei, so that the south could withdraw in a very short time and those who had been displaced from Abyei could return home.<sup>215</sup> Speakers welcomed the signing of the agreement on temporary arrangements for the administration and security of Abyei and the withdrawal of armed forces from the region. The representative of the United States underlined the urgency of immediately deploying Ethiopian troops and announced that her delegation would shortly circulate a draft resolution that would authorize their deployment.<sup>216</sup>

On 27 June 2011, the Council adopted resolution **1990 (2011)**, by which it decided, *inter alia*, to establish, for a period of six months, the United

Nations Interim Security Force for Abyei, taking into account the Agreement between the Government of the Sudan and the Sudan People's Liberation Movement on Temporary Arrangements for the Administration and Security of the Abyei Area. Its mandate would be, *inter alia*, to monitor and verify the redeployment of any Sudanese Armed Forces and the Sudan People's Liberation Army, or its successor, from the Abyei area; to facilitate the delivery of humanitarian aid and the free movement of humanitarian personnel in coordination with relevant Abyei area bodies; and to strengthen the capacity of the Abyei Police Service by providing support. Acting under Chapter VII of the Charter of the United Nations, the Council authorized UNISFA, within its capabilities and its area of deployment, to take the actions necessary to protect UNISFA personnel, facilities, installations and equipment; to ensure the security and freedom of movement of United Nations personnel, humanitarian personnel and members of the Joint Military Observation Committee and Joint Military Observer Teams; and to ensure security in the Abyei area.

On 27 July 2011, the Under-Secretary-General for Peacekeeping Operations said that the status of the disputed area of Abyei remained unresolved and was a major source of tension between the Government of the Sudan and the Sudan People's Liberation Movement. He stated that, while the deployment of UNISFA was encountering a variety of difficulties, the Department of Peacekeeping Operations was working closely with the Government of the Sudan to overcome those challenges. For instance, the lack of sufficient accommodation for troops limited the speed of deployment and would necessitate the construction of additional accommodation once the rainy season ended. He further stated that, while the security situation in Abyei remained tense, both sides appeared committed to avoiding an escalation of violence and ready to cooperate with UNISFA. The Sudanese Armed Forces retained a considerable presence north of the Kiir/Bahr el-Arab river, but had indicated their intention to withdraw once UNISFA was deployed.<sup>217</sup>

On 11 November 2011, the Under-Secretary-General for Peacekeeping Operations reported on his visit to Abyei and said that he was deeply concerned by the extent of the destruction in the wake of the occupation by the Sudanese Armed Forces in May.

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<sup>213</sup> [S/PRST/2011/12](#).

<sup>214</sup> [S/PV.6559](#), p. 2.

<sup>215</sup> *Ibid.*, p. 4.

<sup>216</sup> *Ibid.*, p. 8.

<sup>217</sup> [S/PV.6593](#), p. 2.

Meanwhile, UNISFA had been fully deployed, with 2,894 military personnel.<sup>218</sup>

On 14 December 2011, the Council adopted resolution [2024 \(2011\)](#), in which it recognized the urgent need for the Sudan and South Sudan to commence the process of border normalization, and recognized further that the situation along the border between the Sudan and South Sudan constituted a threat to international peace and security. It decided that the mandate of UNISFA should include additional tasks, inter alia, to assist the parties in ensuring the observance within the Safe Demilitarized Border Zone of the security commitments agreed upon by them, to support the operational activities of the Joint Border Verification and Monitoring Mechanism, and to assist the Mechanism to maintain the necessary chart, geographical and mapping references.

#### **11 July 2011: termination of the mandate of UNMIS**

On 11 July 2011, by resolution [1997 \(2011\)](#), the Council took note of a letter dated 27 May 2011 from the Minister for Foreign Affairs of the Sudan to the Secretary-General, informing the President of the Security Council of his Government's wish to terminate UNMIS on 9 July,<sup>219</sup> and decided to withdraw UNMIS effective 11 July 2011.

After the adoption of the resolution, several Council members expressed deep regret that UNMIS was being closed at the very moment when its proven abilities to ease tensions were particularly needed with regard to the growing humanitarian crisis in Southern Kordofan and Blue Nile States.<sup>220</sup>

#### **11 and 15 November 2011: border tension between the Sudan and South Sudan**

On 11 November 2011, the Under-Secretary-General for Peacekeeping Operations reported that with respect to Southern Kordofan and Blue Nile States, the Government of the Sudan had accused South Sudan of fuelling the fighting and providing

direct support to the Sudan People's Liberation Army (SPLA)-North, warning that continued support would have grave consequences for bilateral relations. President Kiir had denied support for SPLA-North and had accused the Government of the Sudan of supporting insurgent groups in South Sudan. The situation between the two countries was at a difficult juncture, with very low trust between the countries, heightened rhetoric, and mutual accusations of support to insurgencies in the territory of the other.<sup>221</sup> The representative of the Sudan stated that the violence consisted entirely of incitements on the part of the Government of South Sudan. In the Blue Nile region, the elected Governor, Malik Aggar, had initiated the rebellion and taken up weapons, thereby destabilizing the State which, after intervention by Sudanese forces, was returning to normal life, stability and security. He did not expect that the Sudanese Armed Forces would have to take military action, including aerial bombing, to deal with acts perpetrated by rebel movements, which had been contained in the past few days.<sup>222</sup> The representative of South Sudan called on the Sudan to desist from further military activity north or south of the border, and to avoid unnecessary escalation. He denied all accusations made by the Sudan and reiterated that his Government's policy was one of total non-interference in the affairs of other States.<sup>223</sup>

On 15 November 2011, the Under-Secretary-General for Peacekeeping Operations stated that the escalation of rhetoric between the Government of the Sudan and the Government of South Sudan, particularly in regard to cross-border support to their respective rebel groups and incursions into one another's territory, was extremely worrying. He informed the Council that the African Union High-level Implementation Panel had called for a meeting of the Joint Political and Security Mechanism between the two Governments on 18 November. He urged both Governments to seize that opportunity to de-escalate the situation and move swiftly towards establishing the joint border-monitoring mechanism upon which they had agreed on 30 July.<sup>224</sup>

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<sup>218</sup> [S/PV.6656](#), p. 2.

<sup>219</sup> [S/2011/333](#).

<sup>220</sup> [S/PV.6579](#), p. 2 (United States); p. 3 (United Kingdom, France); and pp. 3-4 (Germany).

<sup>221</sup> [S/PV.6656](#), pp. 2-3.

<sup>222</sup> *Ibid.*, pp. 8-9.

<sup>223</sup> *Ibid.*, p. 9.

<sup>224</sup> [S/PV.6660](#), p. 4.



**Meetings: reports of the Secretary-General on the Sudan**

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6269 11 February 2010	Report of the Secretary- General on the African Union- United Nations Hybrid Operation in Darfur (UNAMID) (S/2010/50)			Assistant Secretary- General for Peacekeeping Operations	Assistant Secretary- General for Peacekeeping Operations	
6304 29 April 2010	Report of the Secretary- General on the United Nations Mission in the Sudan (S/2010/168 and Add.1)	Draft resolution submitted by United States (S/2010/215)				Resolution 1919 (2010) 15-0-0
6318 20 May 2010	Report of the Secretary- General on UNAMID (S/2010/213)			Joint Special Representative for UNAMID	Joint Special Representative for UNAMID	
6336 11 June 2010		Letter dated 28 May 2010 from the Secretary- General transmitting the decision of the International Criminal Court about the lack of cooperation by the Republic of the Sudan (S/2010/265, enclosure)		Prosecutor of the International Criminal Court	Prosecutor of the International Criminal Court	
6337 (closed) 11 June 2010				Prosecutor of the International Criminal Court	Council members, Prosecutor of the International Criminal Court	

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<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6338 14 June 2010				Chairperson of the African Union High-level Panel, Joint African Union-United Nations Chief Mediator for Darfur, Joint African Union-United Nations Special Representative for Darfur, Special Representative of the Secretary-General for the Sudan	All Council members and all invitees	
6365 27 July 2010	Report of the Secretary-General on UNAMID (S/2010/382)			Joint African Union-United Nations Special Representative for Darfur	Joint African Union-United Nations Special Representative for Darfur	
6366 30 July 2010	Report of the Secretary-General on UNAMID (S/2010/382)					Resolution 1935 (2010) 15-0-0
6401 14 October 2010		Draft resolution submitted by United States (S/2010/520)			1 Council member (China)	Resolution 1945 (2010) 14-0-1 <sup>a</sup>
6410 25 October 2010	Report of the Secretary-General on UNAMID (S/2010/543)  Report of the Secretary-General on the Sudan (S/2010/528)		Sudan	Under-Secretary-General for Peacekeeping Operations	All invitees	

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international peace and security**

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6425 16 November 2010			Sudan (Minister for Foreign Affairs)	Secretary- General of the Sudan People's Liberation Movement, Chairperson of the African Union High- level Implementation Panel	Secretary-General, all Council members, all invitees	<a href="#">S/PRST/2010/24</a>
6440 9 December 2010				Prosecutor of the International Criminal Court	Prosecutor of the International Criminal Court	
6441 (closed) 9 December 2010			30 Member States <sup>b</sup>	Prosecutor of the International Criminal Court	Council members, Prosecutor of the International Criminal Court	
6452 16 December 2010			Sudan	Under- Secretary- General for Peacekeeping Operations, Chair of the Secretary- General's Panel on the Referenda in the Sudan, Secretary- General of the Sudan People's Liberation Movement	All Council members and all invitees	<a href="#">S/PRST/2010/28</a>
6468 18 January 2011			Sudan	Special Representative of the Secretary- General for the Sudan, Chair of the Secretary- General's Panel on the Referenda in the Sudan	All Council members and all invitees	

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<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6474 26 January 2011	Report of the Secretary-General on the Sudan (S/2010/681)  Report of the Secretary-General on UNAMID (S/2011/22)			Joint African Union-United Nations Special Representative for Darfur, Assistant Secretary-General for Peacekeeping Operations	All invitees	
6478 9 February 2011			Sudan	Special Representative of the Secretary-General for the Sudan, Chair of the Secretary-General's Panel on the Referenda in the Sudan, Head of the African Union Liaison Office in the Sudan, Minister of Regional Cooperation of the Government of Southern Sudan	All Council members and all invitees	S/PRST/2011/3
6499 (closed) 21 March 2011			Sudan	Secretary-General of the Sudan People's Liberation Movement, Assistant Secretary-General for Peacekeeping Operations	All Council members and all invitees	
6517 20 April 2011	Report of the Secretary-General on the Sudan (S/2011/239)		Sudan	Assistant Secretary-General for Peacekeeping Operations	All invitees	

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<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6519 20 April 2011	Report of the Secretary-General on UNAMID (S/2011/244)		Sudan	Assistant Secretary-General for Peacekeeping Operations	All invitees	
6521 21 April 2011						S/PRST/2011/8
6522 27 April 2011	Report of the Secretary-General on the Sudan (S/2011/239)	Draft resolution submitted by United States (S/2011/267)	Sudan	Mr. David Buom Choat (Government of Southern Sudan)		Resolution 1978 (2011) 15-0-0
6537 17 May 2011		Draft resolution submitted by United States (S/2011/305)				Resolution 1982 (2011) 15-0-0
6542 31 May 2011	Report of the Secretary-General on the Sudan (S/2011/314)		Sudan	Under-Secretary-General for Peacekeeping Operations, Special Representative of the Secretary-General for the Sudan, Mr. Ezekiel Lol Gatkuoth (on behalf of the Government of Southern Sudan)	All invitees	
6544 3 June 2011						S/PRST/2011/12
6548 8 June 2011				Prosecutor of the International Criminal Court	Prosecutor of the International Criminal Court	
6549 (closed) 8 June 2011			37 Member States <sup>c</sup>	Prosecutor of the International Criminal Court	All Council members	

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<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6559 20 June 2011			Sudan	Chairperson of the African Union High-level Implementation Panel, Special Representative of the Secretary-General for the Sudan, Mr. Ezekiel Lol Gatkuoth (on behalf of the Government of Southern Sudan)	All Council members and all invitees	
6567 27 June 2011		Draft resolution submitted by Colombia, Gabon, Nigeria, South Africa, United States (S/2011/389)			1 Council member (France)	Resolution 1990 (2011) 15-0-0
6576 8 July 2011		Draft resolution submitted by France, Gabon, Germany, Nigeria, Portugal, South Africa, United Kingdom, United States (S/2011/416)				Resolution 1996 (2011) 15-0-0
6579 11 July 2011		Draft resolution (S/2011/417)			4 Council members (France, Germany, United Kingdom, United States)	Resolution 1997 (2011) 15-0-0
6583 13 July 2011	Special report of the Secretary-General on the Sudan (S/2011/314)		Sudan	Under-Secretary-General for Peacekeeping Operations, Vice-President of South Sudan	Secretary-General, all Council members, all invitees	

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<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6589 22 July 2011	Report of the Secretary-General on UNAMID (S/2011/422)			Joint African Union-United Nations Special Representative for Darfur	Joint African Union-United Nations Special Representative for Darfur	
6593 27 July 2011	Report of the Secretary-General on the situation in Abyei (S/2011/451)			Under-Secretary-General for Peacekeeping Operations	Under-Secretary-General for Peacekeeping Operations	
6597 29 July 2011	Report of the Secretary-General on UNAMID (S/2011/422)	Draft resolution submitted by United Kingdom (S/2011/471)			7 Council members (China, Gabon, Nigeria, Russian Federation, South Africa, United Kingdom, United States)	Resolution 2003 (2011) 15-0-0
6628 6 October 2011	Report of the Secretary-General on the situation in Abyei (S/2011/603)		South Sudan, Sudan	Under-Secretary-General for Peacekeeping Operations	All invitees	
6638 25 October 2011	Report of the Secretary-General on UNAMID (S/2011/643)		Sudan	Under-Secretary-General for Peacekeeping Operations	All invitees	
6656 11 November 2011			South Sudan, Sudan	Under-Secretary-General for Peacekeeping Operations, Special Representative of the Secretary-General and Head of the United Nations Mission in South Sudan (UNMISS)	All invitees	

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<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6660 15 November 2011	Report of the Secretary-General on South Sudan (S/2011/678)		South Sudan, Sudan	Under-Secretary-General for Peacekeeping Operations, Special Representative of the Secretary-General and Head of UNMISS	All invitees	
6679 8 December 2011	Report of the Secretary-General on the situation in Abyei (S/2011/741)		South Sudan, Sudan	Under-Secretary-General for Peacekeeping Operations	All invitees	
6683 14 December 2011	Report of the Secretary-General on the situation in Abyei (S/2011/741)	Draft resolution submitted by France, United Kingdom, United States (S/2011/770)	South Sudan, Sudan			Resolution 2024 (2011) 15-0-0
6688 15 December 2011			Sudan	Prosecutor of the International Criminal Court	All invitees	
6689 (closed) 15 December 2011			20 Member States <sup>d</sup>	Prosecutor of the International Criminal Court	Council members, Prosecutor of the International Criminal Court	
6699 22 December 2011	Report of the Secretary-General on the situation in Abyei (S/2011/741)	Draft resolution submitted by United States (S/2011/794)	South Sudan, Sudan			Resolution 2032 (2011) 15-0-0

<sup>a</sup> For: Austria, Bosnia and Herzegovina, Brazil, France, Gabon, Japan, Lebanon, Mexico, Nigeria, Russian Federation, Turkey, Uganda, United Kingdom, United States; *abstaining*: China.

<sup>b</sup> Argentina, Australia, Bahrain, Belgium, Canada, Czech Republic, Denmark, Egypt, Estonia, Finland, Hungary, Indonesia, Iraq, Iran (Islamic Republic of), Ireland, Italy, Kenya, Liechtenstein, Netherlands, New Zealand, Norway, Oman, Poland, Serbia, Seychelles, Slovakia, Sudan, Sweden, United Arab Emirates and Zimbabwe.

<sup>c</sup> Argentina, Armenia, Austria, Bahrain, Belgium, Burkina Faso, Chile, Costa Rica, Croatia, Cyprus, Czech Republic, Denmark, Egypt, Ethiopia, Finland, Greece, Hungary, Ireland, Italy, Japan, Kazakhstan, Kuwait, Liechtenstein, Malaysia, Mexico, Netherlands, Norway, Poland, Romania, Saudi Arabia, Serbia, Slovakia, Slovenia, Spain, Sudan, Sweden and Turkey.

<sup>d</sup> Argentina, Australia, Austria, Belgium, Cyprus, Czech Republic, Denmark, Hungary, Israel, Italy, Japan, Liechtenstein, Malaysia, Norway, Poland, Qatar, Spain, Sudan, Swaziland and Switzerland.