



# Security Council

Distr.: General  
12 November 2020

Original: English

---

## United States of America: draft resolution

*The Security Council,*

*Reaffirming* all previous resolutions and Presidential statements concerning the situation in Abyei and along the border between Sudan and South Sudan and underlining the importance of full compliance with and implementation of these,

*Reaffirming* its strong commitment to the sovereignty, independence, unity and territorial integrity of Sudan and South Sudan, and to the purposes and the principles of the Charter of the United Nations, and recalling the importance of the principles of good neighbourliness, non-interference and regional cooperation,

*Reiterating* that the territorial boundaries of States shall not be altered by force, and that any territorial disputes shall be settled exclusively by peaceful means, affirming the priority it attaches to the full and urgent implementation of all outstanding issues from the Comprehensive Peace Agreement (CPA), *underscoring* that the future status of Abyei shall be resolved by negotiations between the parties in a manner consistent with the CPA and not by the unilateral actions of either party, and *recalling* prior agreements on the administration and security of the Abyei Area,

*Welcoming* continued cooperation between the Government of the Republic of the Sudan and Government of the Republic of South Sudan in support of peace, security and stability, including the signing of the Juba Peace Agreement on Sudan on 3 October 2020, *further welcoming* recent high-level discussions between Sudan and South Sudan on the status of Abyei, and the convening of the Joint Political and Security Mechanism (JPSM) 28–29 October 2020, and *encouraging* that such meetings and those of other joint mechanisms take place on a consistent basis,

*Encouraging* the African Union, the African Union High-Level Implementation Panel (AUHIP), and the UN Special Envoy of the Secretary-General for the Horn of Africa to intensify their mediation roles with the Governments of South Sudan and Sudan to encourage them to establish temporary administrative and security arrangements for Abyei and to achieve a political solution for the status of Abyei, and *commending* the continued assistance provided to the parties by the Federal Democratic Republic of Ethiopia, and the United Nations Interim Security Force for Abyei (UNISFA),

*Acknowledging* that over the course of the nine years since establishment of UNISFA the mission has contributed towards the stabilization and demilitarization of the Abyei Area and together with the Joint Border Verification and Monitoring Mechanism (JBVMM) played a stabilizing role along the borders between South Sudan and Sudan,



*Stressing* the need to reconfigure the mission to adapt to the current security situation and to develop a viable exit strategy and plan for a responsible drawdown of UNISFA based on the improved ability of Sudan and South Sudan to manage bilateral disputes, which prioritizes safety and security of civilians living in Abyei and accounts for the stability of the region,

*Underlining* that over the course of nine years the Government of Sudan and the Government of South Sudan have not made progress establishing joint institutions in Abyei, and *encouraging* Sudan and South Sudan to engage in substantive dialogue that can advance the political process for resolution of the Abyei dispute,

*Expressing concern* that the delayed deployment of UN police to the level authorized by the Council prevents UNISFA from fulfilling its security mandate and holds the potential to create a security vacuum in Abyei, and *further expressing concern* about Sudan and South Sudan's efforts to impede UNISFA from fully executing its mandate, including by withholding visas for police, blocking appointment of a civilian Deputy Head of Mission and denying access to Athony airport, which would ease UNISFA's logistical challenges, reduce transport costs, and enhance safety and security for UNISFA personnel,

*Commending* the efforts of UNISFA, notwithstanding the impediments referred to in the previous paragraph, in its attempts to carry out its mandate effectively, including by its ongoing facilitation of peaceful migration throughout the Abyei Area, conflict prevention, mediation and deterrence, and *expressing* grave concern about the security threats and targeted attacks against United Nations peacekeepers in UNISFA, *strongly underscoring* the unacceptability of any attack on United Nations personnel, and *reiterating* that such attacks, which may constitute war crimes, should be swiftly and thoroughly investigated, and that those responsible should be held to account,

*Bearing in mind* that people in the Abyei Area continue to rely on humanitarian assistance, that access for humanitarian organizations to reach people in need remains of crucial importance, and that humanitarian actors continue to provide assistance to 210,000 people in the Abyei Area,

*Recalling* resolutions [1325 \(2000\)](#) and subsequent resolutions on women, peace, and security and emphasizing that persistent barriers to full implementation of these resolutions will only be dismantled through dedicated commitment to women's empowerment, participation, and human rights, and through concerted leadership, consistent information and action, and support,

*Recognizing* that the current situation in Abyei and along the border between Sudan and South Sudan continues to constitute a threat to international peace and security,

1. *Decides* to extend until 15 May 2021 the mandate of UNISFA as set out in paragraph 2 of resolution [1990 \(2011\)](#) and acting under Chapter VII of the Charter of the United Nations, *further decides* to extend until 15 May 2021 the tasks of UNISFA as set out in paragraph 3 of resolution [1990 \(2011\)](#);

2. *Decides* to extend until 15 May 2021 UNISFA's mandate modification set forth in resolution [2024 \(2011\)](#) and paragraph 1 of resolution [2075 \(2012\)](#), which provides for UNISFA's support to the Joint Border Verification and Monitoring Mechanism (JBVMM), and *further decides* that this shall be the final such extension unless the parties take the specific measures described in paragraph 3;

3. *Determines* that both parties should continue to demonstrate measurable progress on border demarcation, specifically by taking the measures listed below:

- (1) UNISFA and JBVMM Patrols: Achieve standing clearance and full freedom of movement for all air and ground patrols,
  - (2) JBVMM Team Sites: Support operationalizing the team site in Abu QussaWunkur,
  - (3) JPSM: Provide clear guidance to JBVMM by convening two meetings of the JPSM and ensure conclusions of meetings are widely disseminated,
  - (4) Safe Demilitarized Border Zone (SDBZ): Immediately withdraw from the SDBZ as both parties committed to do in the 28–29 October 2020 JPSM, and to provide notification of such withdrawal to UNISFA for verification,
  - (5) Border Crossing Corridors: Operationalize the reopening of border crossing corridors per the decision of the 28–29 October 2020 JPSM, and together with UNISFA verify their functioning and free movement across the border,
  - (6) Border Demarcation: Develop a detailed work plan and budget for demarcation discussions, including negotiations on the disputed areas within the framework of the signed agreements, and hold two meetings of the Joint Demarcation Committee,
  - (7) National Monitors: Maintain deployment of national monitors to participate in JBVMM operational activities;
4. *Maintains* the authorized troop ceiling at 3,550 until 15 May 2021;
  5. *Maintains* the authorized police ceiling at 640 police personnel, including 148 individual police officers and three formed police units, *requests* the United Nations to take necessary steps to deploy additional police sequentially in order to meet the authorized police ceiling of 640, and *expresses* its intention to reduce the authorized police ceiling as the Abyei Police Service is gradually established and providing effective law enforcement throughout the Abyei area;
  6. *Reiterates its request* to the Secretary-General to appoint a civilian Deputy Head of Mission for UNISFA and add additional civilian staff within existing resources to further facilitate liaison between and engagement with the parties in a manner consistent with the Agreement on Temporary Arrangements for the Administration and Security of the Abyei Area of June 2011, including agreement to establish the Abyei Police Service;
  7. *Expresses disappointment* that the Governments of Sudan and South Sudan continue to obstruct full implementation of UNISFA’s mandate, and *demands* that the two countries provide full support to UNISFA in the deployment of UNISFA personnel, including by promptly issuing visas without prejudice of their nationalities, and *expresses* its serious concern that the Government of Sudan has not issued visas promptly to support personnel critical for the mandate of UNISFA, including police;
  8. *Urges* that the Governments of Sudan and South Sudan facilitate basing arrangements for UNISFA in the Mission area including Athony airport, and provide necessary flight clearances, and notes that the utilization of Athony airport will reduce UNISFA’s transport costs and logistical challenges, facilitate MEDEVAC, official travel and air cargo needs for the Mission, increase humanitarian access, and enhance safety and security for UNISFA personnel in line with resolution [2518 \(2020\)](#), and *further calls upon* all parties to fully adhere to their obligations under the Status of Forces Agreements;
  9. *Urges* continued progress towards establishing temporary administrative and security arrangements that are agreed to by the parties;

10. *Encourages* the African Union, AUHIP, and the Special Envoy of the Secretary-General to continue coordinating efforts to establish temporary administrative and security arrangements for Abyei and to achieve a political solution to the status of Abyei, *further encourages* UNISFA to coordinate with the African Union, AUHIP and the Special Envoy of the Secretary-General on reconciliation, community sensitization, and political peace processes, and *reiterates* its requests for the Secretary-General to consult with relevant parties on enhancing the role played by the Special Envoy for the Horn of Africa to support the above mentioned efforts;

11. *Urges* renewed efforts to determine conclusively the Safe Demilitarized Border Zone (SDBZ) centreline on the ground, and reiterates that the centreline of the SDBZ in no way prejudices the current or future legal status of the border, ongoing negotiations on the disputed and claimed areas, and demarcation of the borders;

12. *Underscores* that UNISFA's protection of civilians mandate as set out in paragraph 3 of resolution [1990 \(2011\)](#) includes taking the necessary actions to protect civilians under imminent threat of physical violence, irrespective of the source of such violence, and in that regard *underlines* that peacekeepers are authorized to use all necessary means, which includes the use of force when required, in order to protect civilians under threat of physical violence, in accordance with mission mandates, the United Nations Charter and other applicable international law, and *stresses* the importance of continued and further engagement by senior mission leadership, with a view to ensuring that all mission components and all levels of the chain of command are properly informed of, trained for, and involved in the mission's protection of civilians mandate and their relevant responsibilities; and commending UNISFA's efforts in that regard;

13. *Condemns* the intermittent presence of South Sudan security service personnel and the deployment of Diffra Oil Police units in the Abyei Area, in violation of the 20 June 2011 Agreement, as well as any entry of armed militias into the territory, and *reiterates* its demands that immediately and without preconditions the Government of South Sudan fully redeploy its security service personnel from the Abyei Area and that the Government of Sudan redeploy the Oil Police in Diffra from the Abyei Area, and *further reiterates*, in accordance with relevant resolutions, in particular resolution [1990 \(2011\)](#) and resolution [2046 \(2012\)](#), that the Abyei Area shall be demilitarized from any forces, as well as armed elements of the local communities, other than UNISFA and the Abyei Police Service;

14. *Urges* the two governments to take all necessary steps to ensure that Abyei is effectively demilitarized, including through disarmament programmes as necessary;

15. *Reaffirms* that UNISFA may undertake weapons confiscation and destruction in the Abyei Area as authorized under resolution [1990 \(2011\)](#), consistent with its mandate and within its existing capabilities, in coordination with the signatories of the June 2011 Agreement on the Temporary Arrangements for the Administration and Security of the Abyei Area, the AJOC, and the Misseriya and Ngok Dinka communities and consistent with the previous AJOC decision to establish the Area as a "weapons free area", *calls upon* the Governments of Sudan and South Sudan, the AJOC, and the Misseriya and Ngok Dinka communities and all other groups to extend full cooperation to UNISFA in this regard;

16. *Welcomes* UNISFA initiatives to support community dialogue and efforts by the Misseriya, Ngok Dinka, and all other communities, such as local peace committees, to strengthen intercommunal relationships and facilitate stability and reconciliation in the Abyei Area, and *invites* UNISFA to coordinate with the Juba-appointed administration in Abyei, the Misseriya administration in Muglad, and the Khartoum-appointed administration, using appropriate civilian expertise, to maintain

stability, foster intercommunal reconciliation, and facilitate the return of displaced persons to their villages and the delivery of services;

17. *Urges* the Governments of Sudan and South Sudan to take steps to implement and facilitate confidence-building measures among the respective communities in the Abyei Area, providing for the full, equal, and meaningful participation of women, regardless of area of origin, at all stages, including through reconciliation processes at the grass-roots level as well as through ongoing efforts of non-governmental organizations and by fully supporting UNISFA's efforts in promoting community dialogue, *further urges* Sudan and South Sudan to consider the support of the UN and African Union to help facilitate dialogue amongst all parties in Abyei, and *looks forward* to the results of the joint investigation announced by the Governments of Sudan and South Sudan to hold perpetrators accountable for violence in the Kolom area of Abyei in January 2020;

18. *Expresses concern* that women remain absent from the leadership of local peace committees, *recognizes* the Juba-appointed Chief Administrator's public support for women's empowerment, *calls upon* all parties to promote the full, equal, and meaningful participation of women, including at all levels of intercommunity dialogue, to ensure a credible, and legitimate process, and *welcomes and encourages* UNISFA's efforts to integrate women into peace discussions;

19. *Welcomes* UNISFA's continued efforts, in close coordination with the Misseriya and Ngok Dinka communities, to strengthen the capacities of Community Protection Committees in order to assist with management of law and order processes in Abyei, while ensuring the humane and dignified treatment of suspects and other detainees, and to continue engaging with both governments on this issue;

20. *Calls upon* all parties to cooperate fully with the findings and recommendations following the Abyei Area Joint Investigation and Inquiry Committee's investigation into the killing of a UNISFA peacekeeper and the Ngok Dinka Paramount Chief, following the release of findings by the AU Commission, *welcomes* the 24 March 2015 AUPSC press statement requesting the AU Commission to engage the parties on the findings and recommendations, and *looks forward* to the release of the African Union Commission's report on the killing of the Ngok Dinka chief, as agreed to by the traditional leaders, and for the report to be used as a basis for reconciliation between the communities, bearing in mind the need to promote stability and reconciliation in the Abyei Area;

21. *Calls upon* all Member States, in particular Sudan and South Sudan, to provide for the free, unhindered and expeditious movement, to and from Abyei and throughout the SDBZ, of all personnel, as well as equipment, provisions, supplies and other goods, including vehicles, aircraft, and spare parts, which are for the exclusive and official use of UNISFA;

22. *Demands* that all parties involved allow, in accordance with international law, including applicable international humanitarian law, all humanitarian personnel full, safe and unhindered access to civilians in need of assistance and all necessary facilities for their operations, consistent with United Nations guiding principles of humanitarian assistance, including humanity, impartiality, neutrality, and independence;

23. *Welcomes* the Abyei UN Joint Programme Initiative supported by the Sudan and South Sudan UN Country Teams;

24. *Encourages* the Government of Sudan and the Government of South Sudan to continue to facilitate the deployment of the United Nations Mine Action Service (UNMAS) to ensure freedom of movement, as well as the identification and clearance of mines in the Abyei Area and SDBZ;

25. *Strongly urges* that all parties cease all forms of violence, human rights violations and abuses, violations of international humanitarian law, and violations of other international law, as applicable, committed against civilians, including women and children, and bring perpetrators of such abuses or violations to justice;

26. *Requests* the Secretary-General to ensure that effective monitoring of human rights violations and abuses, including those involving sexual and gender-based violence and other violations and abuses committed against women and children is carried out, and *reiterates* its call upon the Government of Sudan and the Government of South Sudan to extend their full cooperation to the Secretary-General to this end, including by swiftly issuing visas to the concerned United Nations personnel;

27. *Requests* the Secretary-General to seek to increase the number of women in UNISFA in line with resolutions [2242 \(2015\)](#) and [2538 \(2020\)](#), and ensure the full, equal, and meaningful participation of women at all levels and in all positions, to implement a gender mainstreaming plan in line with resolution 1325, and *calls upon* UNISFA to sustain adequate expertise on women and child protection;

28. *Welcomes* the initiatives undertaken by the Secretary-General to standardise a culture of performance in UN peacekeeping, *recalls* its requests in resolution [2378 \(2017\)](#) and resolution [2436 \(2018\)](#) that the Secretary-General ensure that performance data related to the effectiveness of peacekeeping operations is used to improve mission operations, including decisions such as those regarding deployment, remediation, repatriation and incentives, and *reaffirms* its support for the development of a comprehensive and integrated performance policy framework that identifies clear standards of performance for evaluating all United Nations civilian and uniformed personnel working in and supporting peacekeeping operations that facilitates effective and full implementation of mandates, and includes comprehensive and objective methodologies based on clear and well-defined benchmarks to ensure accountability for underperformance and incentives and recognition for outstanding performance, and *calls on* the United Nations to apply this framework to UNISFA as described in resolution [2436 \(2018\)](#);

29. *Requests* the Secretary-General to continue to take necessary measures to ensure full compliance of all personnel in UNISFA with the United Nations zero-tolerance policy on sexual exploitation and abuse and to keep the Council fully informed about the Mission's progress in this regard, *stresses* the need to prevent such exploitation and abuse and to improve how these allegations are addressed in line with its resolution [2272 \(2016\)](#), and *urges* troop- and police-contributing countries to take appropriate preventative action including vetting of all personnel, pre-deployment and in-mission awareness training, and to take appropriate steps to ensure full accountability in cases of such conduct involving their personnel, including through timely investigations of allegations by troop- and police-contributing countries, and UNISFA as appropriate, holding perpetrators to account, and repatriating units when there is credible evidence of widespread or systemic sexual exploitation and abuse by those units;

30. *Notes* the Secretary-General's efforts to ensure close cooperation among United Nations missions in the region, including UNISFA, the United Nations Mission in the Republic of South Sudan (UNMISS), and the African Union-United Nations Hybrid Operation in Darfur (UNAMID), the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS), as well as his Special Envoy for the Horn of Africa;

## Reporting and Consultation

31. *Requests* the Secretary-General to hold a joint consultation with the governments of Sudan, South Sudan, and Ethiopia, and relevant stakeholders, to discuss the exit strategy for UNISFA and develop options for its responsible drawdown and exit, and to report no later than 31 March 2021 elaborating on those options, which should prioritize the safety and security of civilians living in Abyei, account for the stability of the region, and include an option for a responsible drawdown and exit of UNISFA that is not limited by implementation of the 2011 agreements;

32. *Expresses* its intention to request an independent review of UNISFA in the context of recent political developments between and within Sudan and South Sudan and based on the outcomes of the joint consultation in paragraph 31;

33. *Requests* the Secretary-General to continue to inform it of progress in implementing UNISFA's mandate, in one written report, no later than 15 April 2021 and include reporting on:

- engagement by the African Union and AUHIP on political mediation of the Abyei dispute and Sudan and South Sudan border issues, and recommendations on the most appropriate framework, structure or organizational mandate for the region to provide support to the parties that will enable further progress in these areas,
- the efforts deployed by the Special Envoy for the Horn of Africa to support the African Union and help the parties to establish temporary administrative and security arrangements for Abyei and to achieve a political solution to the status of Abyei,
- progress in implementing any steps taken per paragraph 3,
- progress with the increase in police, appointment of a civilian Deputy Head of Mission, usage of Athony airport, and the issuance of visas to support implementation of the mandate,
- results of human rights monitoring as requested in paragraph 26 including information, analysis, and data on violations and abuses of human rights, and steps that have been taken in line with paragraph 27,
- a summary of actions taken to improve mission performance and address performance challenges including lapses in leadership, national caveats that negatively affect mandate implementation effectiveness, and demanding operational environments;

34. *Decides* to remain actively seized of this matter.

---