



Security Council

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Report of the Secretary-General on the African Union-United Nations Hybrid Operation in Darfur (UNAMID)

I. Introduction

1. The present report is submitted pursuant to Security Council resolution 1881 (2009), by which the Council requested me to report every 90 days on progress made towards implementing the mandate of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) across Darfur, as well as on progress made on the political process, the security and humanitarian situation, and the compliance by all parties with their international obligations.

2. In accordance with the request of the Council in paragraph 6 of the same resolution, this report also includes, for the Council's consideration, a proposal for a strategic workplan containing benchmarks to measure and track progress made by UNAMID in implementing its mandate.

3. In addition to covering the 90-day reporting period of August through October 2009, the present report also covers the month of July 2009, which was not included in my last report owing to its early submission ahead of the Council's discussions on the renewal of the mandate of UNAMID.

II. Security situation

4. During the period under review, United Nations security phase IV was in effect throughout Darfur, with the exception of the towns of El Fasher, Nyala and Zalingei, where the security phase was lowered to phase III on 10 August 2009. Despite the change in security phase in certain localities, there have been serious negative developments affecting the security and safety of UNAMID staff and the staff of United Nations agencies and non-governmental organizations in Darfur.

5. As of today, two international staff members of UNAMID are still being held in captivity in an unknown location since being forcefully taken from their home in Zalingei (Western Darfur) on 29 August 2009. Two international aid workers employed by an international non-governmental organization (NGO) were kidnapped from their residence in Kutum (Northern Darfur) on 3 July 2009 and held for 107 days before being released on 18 October. On 22 October, an international staff member of an international NGO was abducted near El Geneina (Western Darfur). These incidents of hostage taking of international workers are a new and deeply troubling development in Darfur, with the potential to undermine the efforts



of the international community. The security implications of these events have already led to the suspension of some activities and programmes by the humanitarian community and are a clear testimony to the risks that United Nations and NGO workers face in Darfur. Until their security is unconditionally guaranteed by all parties in Darfur, the activities of UNAMID and the agencies will continue to be a risky and dangerous undertaking. The safety of both United Nations hostages, meanwhile, remains an urgent concern and efforts are ongoing at the highest levels to secure their safe and unconditional release.

6. UNAMID personnel were also targeted by direct attacks on four occasions during the reporting period, resulting in the death of one peacekeeper. On 26 August 2009, a UNAMID patrol team of three vehicles and one armoured personnel carrier was attacked approximately three kilometres (km) from the Fata Borno camp for internally displaced persons in Northern Darfur. Although the incident resulted in no injuries, the attackers stole one of the vehicles, bringing the total number of vehicles carjacked from UNAMID, United Nations agencies and non-governmental organizations during the reporting period to 19.

7. On 28 September 2009, one UNAMID peacekeeper died and two others were seriously injured in an ambush by unknown armed men on a UNAMID convoy carrying civilian, police and military staff members in El Geneina (Western Darfur). On 29 September 2009, two international staff members were attacked by a group of armed men during a night-time robbery in their residence in El Fasher (Northern Darfur). The attackers tied up the guard and the staff members and threatened them with firearms and knives, inflicting minor injuries. Timely action by the Government of the Sudan police resulted in the apprehension of several of the attackers and the recovery of some stolen items within 24 hours. On 12 October, armed gunmen attacked the UNAMID site in Kutum, during which one UNAMID soldier was shot and wounded.

8. The incidents described above, including kidnapping, ambush, carjacking and violent robberies of staff residences, underscore the extremely difficult and volatile conditions in which UNAMID and other actors on the ground are implementing their respective mandates. In a troubling development, attackers have shifted from remote areas and are striking within city limits, often in the residential neighbourhoods of United Nations staff members.

9. A number of measures were put in place during the reporting period to mitigate security risks faced by staff. Apart from the already existing curfew, UNAMID issued advisories to all staff limiting the driving of vehicles after dark to essential duties only. Toyota "Buffalo" vehicles, for which criminal elements seem to have a marked preference, were taken out of circulation, except during field patrols when accompanied by an armed escort. In addition, the Government of the Sudan reinforced its checkpoints around El Fasher town and its police forces are conducting road checks and patrols around UNAMID installations. Significant efforts have also been under way to ensure that by the end of 2009 all staff members live in residences that meet the Minimum Operating Residential Security Standards.

10. In addition to threats posed by criminal activity, military activities by the parties to the conflict in Darfur continued throughout the reporting period. The Government of the Sudan continued to exert military pressure on the Justice and Equality Movement (JEM) and as the Sudan Liberation Army/Abdul Wahid faction (SLA/AW). Fighting broke out between JEM and Government forces in Adilla and

Alliet localities in Southern Darfur on 2 August 2009. Government aircraft reportedly flew over Abu Sufyan and Um Sauna, north of El Daein, and dropped bombs in areas suspected to be JEM positions. In Northern Darfur, JEM and Government forces clashed near Mellit and Saiyah villages on 5 and 6 August 2009, and again on 9 August 2009 near Kushkush, where JEM ambushed Government troops that were moving to Silea and Kulbus in Western Darfur. UNAMID was able to confirm that Sudanese Armed Forces (SAF) combat helicopters providing air cover for their advancing troops retaliated by bombing areas suspected to be occupied by JEM.

11. Aerial bombardment and troop mobilization were also reported by villagers in Sortony and Saraf Umra in the Jebel Moon area (Western Darfur), with armed clashes between Government forces and SLA/AW in the area on 6 to 7 July 2009. In Northern Darfur, clashes between the Sudanese Armed Forces and SLA/AW were reported around Nertiti near Jebel Marra on 23 July 2009.

12. Since 2 September 2009, UNAMID received reports that Government and SLA/AW forces were engaged in fighting over territory in Korma (Northern Darfur). Following intermittent clashes, including reportedly heavy fighting on 6 September 2009, SLA/AW withdrew from Korma on 17 September 2009, allegedly to avoid civilian casualties. Korma has since been under Government control.

13. Information gathered by UNAMID during its mission to Korma on 29 September 2009 indicates that 13 civilians were killed in the clashes and approximately 31,000 displaced to nearby villages. UNAMID observed extensive looting of Korma and surrounding villages and received reports of sexual violence and other human rights violations.

14. The situation along the Chad-Sudan border remained a matter of concern during the reporting period, with cross-border military activities of the Chadian National Armed Forces in this area affecting security in Darfur. On 16 July 2009, a Chadian aircraft launched two rocket attacks at the eastern border area of Um Dukhum (150 km west of Zalingei, Western Darfur), allegedly targeting Chadian Armed Opposition Groups positions. Shrapnel from the rockets landed in a commercial and residential area, destroying property and putting lives of civilians at risk. The Sudanese Armed Forces announced the closure of the border with Chad in response. Subsequently, Chadian National Armed Forces launched incursions into Sudanese territory on three separate occasions: on 26 July 2009 at Kulbus, and on 28 July and 8 August 2009 at Aroua village (3 km southeast of Kulbus). In the second incursion, Chadian Armed Forces aboard approximately six armoured personnel carriers and seven other combat vehicles invaded Aroua village, looting valuables from locals. Chadian forces also kidnapped and subsequently released two Sudanese soldiers. In the 8 August incident, Government of the Sudan soldiers reportedly briefly engaged the Chadian forces in Aroua (Western Darfur), but no reports of casualties were available.

15. In the context of this ongoing violence, freedom of movement continues to be a serious concern for UNAMID and many of the agencies in Darfur. Since January 2009, there have been at least 42 incidents in which a UNAMID patrol was denied passage by a Government official, including incidents in which Government officials specifically threatened the safety of UNAMID staff and equipment.

16. In September 2009, officials of the Government of the Sudan denied UNAMID access to the area around Korma (Northern Darfur) for 11 days, including a UNAMID investigation patrol on 19 September to Dirma village (15 km from Korma) and a UNAMID patrol to Korma on 25 September. This significantly impeded the capacity of the Mission to verify in a timely fashion the reports of fighting in the area, civilian casualties and humanitarian needs.

17. Access to internally displaced persons (IDP) camps has also been frequently denied to UNAMID by officials of the Government of the Sudan. On 7 August, local Government officials required that UNAMID seek separate permission before undertaking any night patrols in the Zam Zam IDP camp. On 8 August, SAF soldiers in El Fasher warned that UNAMID night patrols in IDP camps in Sector North were no longer permitted, a decision which was later reversed, but which prevented UNAMID patrols for several days. On 11 August, Government police fired shots towards a UNAMID night patrol to Mournei (Western Darfur). On 20 August, a UNAMID night patrol to IDP camps near El Fasher was stopped by an SAF soldier who fired warning shots in the air. On 27 September, a UNAMID night patrol to Zam Zam IDP camp was denied access to the camp by the local SAF commander. On 2 October, a UNAMID night patrol was stopped by Government police in Zalingei, who warned against UNAMID conducting any night patrols. On 4 October, a UNAMID patrol to Zam Zam IDP camp was again prevented from entering the camp. In a positive development, UNAMID was informed in a letter dated 11 October from a local representative of the Government of the Sudan in El Fasher that UNAMID patrols in Sector North would not be impeded going forward.

18. In Southern Darfur, where restrictions of movement of UNAMID patrols are even more common, Government officials have frequently claimed the need to be informed of UNAMID movements, have denied access even when information has been passed to the appropriate Government officials, and have often claimed ignorance of the mandate of UNAMID to conduct patrols through the area, despite the clear right to patrol provided for in the Status of Forces Agreement. UNAMID patrols have been confronted with warning shots, guns pointed at convoys and low overflight by SAF military helicopters in a threatening manner. On 29 September 2009, an SAF representative in Shaeria locality informed UNAMID that the failure to provide authorities with prior notification of a patrol would result in the patrol being attacked.

19. These kinds of threats were repeated against UNAMID on several occasions. On 17 August 2009, UNAMID received a letter from the Civil Aviation Authority in El Geneina stating that two UNAMID helicopters had flown over a Government military base, and warning that if that were to reoccur, the Sudanese military would shoot down UNAMID aircraft. Similar threats were received on 9 July and 1 September 2009 from Government authorities in Shaeria (Southern Darfur). Upon meeting with Government officials to address the threats, UNAMID was advised that local Government commanders would be issued proper instructions. The Mission will continue to work closely with the Government to ensure that this important issue is properly addressed.

III. Political process

20. Over the reporting period, the Mediation continued its consultations with the armed groups and the Government on their concerns, but efforts to resume peace negotiations between the parties were not successful. Both SLA/AW and JEM refused to engage in substantive discussions with the Government of the Sudan. In the meantime, efforts led by the Libyan Arab Jamahiriya, the United States of America, and Egypt to facilitate unification of smaller movements (primarily splinter groups from SLA/AW and JEM) led to the creation of two coalitions of groups in Addis Ababa and Tripoli, but these groups have yet to resolve their leadership differences.

21. Modalities to resume peace talks were discussed during several high-level international meetings on Darfur, including one on 23 September hosted by the Netherlands, one on 24 September hosted by Qatar and the Steering Committee comprised of the League of Arab States and the African Union in the margins of the General Assembly, and one on 6 and 7 October hosted by the Russian Federation in Moscow.

22. During the Mediation's consultations with the Sudanese parties and international partners, it worked to consolidate the emerging consensus that Darfur's adequate participation and representation in the April 2010 elections would be greatly facilitated by the conclusion of a political settlement for Darfur that complements the Comprehensive Peace Agreement and that such an agreement should be reached as soon as possible. Such an approach would require intense and coordinated action on three parallel tracks: (1) the continuation of efforts to facilitate direct dialogue between the Government of the Sudan and the armed movements on the measures necessary to achieve mutual confidence and sustainable security arrangements; (2) the facilitation of consultations between representatives of Darfurian civil society on their needs and priorities for a political settlement of the crisis in Darfur; and (3) the facilitation of Chad-Sudan reconciliation.

23. At an international expert-level workshop held from 12 to 14 October in Doha, the Mediation discussed with experts from the United Nations, the African Union, the League of Arab States, the United Nations Mission in the Sudan (UNMIS), UNAMID and international partners the design and content of the civil society consultation process. There was unanimous agreement that a focus on civil society was appropriate and timely, given the lack of readiness of armed movements and their lack of capacity to represent the interests of all key constituencies in Darfur, and also taking into consideration the readiness and capacity of civil society to engage. It was also agreed that, given the fragmentation and divergence of interests and views among civil society itself, this consultative track could not be a single event, but rather must be a process involving several forums to facilitate a consensus on the key elements of a peace settlement for Darfur. To launch this process, the Mediation will convene a five-day forum of representatives of Darfurian civil society in Doha in the coming weeks, during which their needs and priorities regarding a political settlement will be discussed.

24. The Mediation will work closely with the Government of the Sudan and the armed movements, as well as with international partners, to create the political space for this consultation and agree on modalities for the convergence of the three tracks.

25. The African Union High-Level Panel on Darfur, chaired by former South African President Thabo Mbeki, visited Darfur for the fourth and final round of consultations from 26 to 29 August 2009. On 8 October, Chairman Mbeki submitted the final report of the High-Level Panel to the Chairperson of the Commission of the African Union, Jean Ping, and it was formally presented at the Heads of State summit of the African Union Peace and Security Council in Abuja, on 29 October 2009.

26. Regarding national elections currently scheduled for April 2010, UNAMID continues to support the UNMIS Electoral Affairs Division, principally through the provision of logistical support. The many challenges to holding credible elections in Darfur — foremost the political impediments to free and fair elections — will require a significant increase in the commitment of all stakeholders in the coming months, as well as legislative and technical developments to ensure the meaningful participation of all Darfurians in the elections. Other challenges include the rejection of the census results by many displaced persons, registration requirements that may prevent displaced persons from voting, continuing restrictions on freedom of movement and expression in Darfur, and a precarious security situation in the region.

27. In this context, the creation and the registration of political parties is a particularly difficult issue. With registration currently scheduled to begin on 1 November 2009, few Darfur movements have registered as political parties, and the only party to conduct any election-related campaigns has been the National Congress Party headed by President Bashir, which has held conventions in all three Darfur States.

IV. Humanitarian situation

28. During the reporting period, efforts continued to fill the gaps in the delivery of humanitarian services created by the 4 March 2009 expulsion of 13 international NGOs and the dissolution of three national NGOs. The initial joint assessment of the Government of the Sudan and the United Nations in the four life-saving sectors enabled gaps to be addressed and averted an immediate crisis, but the sustainability of these initial actions remains a critical issue. In remote locations, international presence has been reduced by 50 per cent, as compared to pre-March 2009 levels. The kidnapping of international aid workers has also contributed to this situation, which has led to a serious shortage of residual implementing capacity and a dramatic reduction in monitoring and evaluation capabilities in Darfur.

29. These shortages have contributed to an increase in malnutrition levels, particularly in rural areas, where relief assistance is stretched beyond capacity. In addition, of an estimated 800,000 households that have been left without humanitarian support in the food security and livelihoods sector, more than 40 per cent have not received vital seeds and tools. Livestock vaccination in Darfur remained below 20 per cent of the planned target, while environmental resource protection coverage was insignificant owing to limited funding, despite continued natural resource degradation. In the education sector, expulsions of NGOs left a significant gap, with 27 of 70 administrative localities either partially or not at all covered, potentially eroding gains achieved during the past years. There is an outstanding gap of some 9,100 new teachers in Darfur.

30. Despite these challenges, the non-food items Common Pipeline Project, managed by the United Nations Joint Logistics Centre in support of partner organizations, distributed rainy season non-food items and emergency shelter to 100,781 households throughout Darfur in July 2009 and 38,986 households in August 2009.

31. In September 2009, the World Food Programme suspended its activities in and around Adilla locality in Southern Darfur, as a result of the carjacking of WFP-contracted trucks and looting of supplementary food stuff destined for 10,000 children. This suspension of humanitarian activities, which remained in effect as at 19 October 2009, followed that of World Vision International after an attack on its convoys in the same month.

32. The rainy season brought a number of challenges, including the prevalence of waterborne diseases. Cases of “watery diarrhoea”, or cholera, were reported and contained in Zam Zam IDP camp in Northern Darfur, while morbidity remained high in most IDP camps. This situation has momentarily increased the needs for health services in the camps and, in spite of the efforts made jointly by the Ministry of Health, United Nations agencies and newly reinforced NGOs in the health sector, all required needs could not be covered.

33. In addition to the general deterioration in health and sanitation conditions, Zam Zam IDP camp is still grappling with the challenges of inadequate schooling facilities, especially for newly arrived children at the new extension site. In this respect, the Government of the Sudan allowed the United Nations Children’s Fund (UNICEF) to help arrange for appropriate schooling facilities in that site. Notwithstanding this positive development, the Government still does not recognize as IDPs the 30,000 new arrivals at the new extension site. In addition, the farmers whose land has been occupied by new arrivals continue to demand compensation for their land, which has the potential to cause conflict between the IDPs and farmers.

34. The rainy season also brought a number of reports of displaced populations returning to places of origin to engage in seasonal cultivation activities, a phenomenon seen in years past. While sustainability and threats of insecurity prevent permanent returns to some places of origin, small numbers of displaced persons have reportedly returned. Assessment teams that succeeded in reaching areas of reported returns were unable to conduct their activities freely, for example, by not being able to speak with returnees. The principal agencies mandated to monitor returns, the Office of the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM), were prevented from maintaining a regular presence in Darfur for much of the reporting period.

35. On 28 and 29 July 2009, the High Level Committee on humanitarian affairs comprising senior Sudanese Government officials, representatives of the diplomatic community, regional organizations and NGOs visited Southern Darfur. The delegation travelled to Shattaia, Gereida and Donkey Dereisa, where it was given updates on the humanitarian situation. The mission was followed by a meeting in Khartoum, which did not discuss the protection situation in Darfur as planned, as the Humanitarian Aid Commission withdrew its presentation on protection.

36. On 5 August 2009, the High Level Committee endorsed the creation of a mechanism to verify the voluntary return of IDPs, as well as to ensure safety and security in return areas, in accordance with international humanitarian principles.

The joint verification mechanism draws on the principles and standards contained in the provisions of the Sudanese National Policy for Internally Displaced Persons (2009) and the international Guiding Principles on Internal Displacement. The objective of the mechanism is to ensure that returns in Darfur are sustainable by enabling IDPs to exercise a free, informed and voluntary choice to return to their areas of origin in safety and dignity. The United Nations Resident Coordinator and Humanitarian Coordinator submitted a proposal for a joint monitoring mechanism for returns to the Government for its consideration, which would include Government and United Nations representatives, including IOM, UNHCR and UNAMID, and civil society and observer organizations. As at 19 October 2009, the Government had yet to officially respond to that proposal.

V. UNAMID deployment

37. As at 28 October 2009, the total strength of UNAMID military personnel was 14,638 out of a total authorized strength of 19,555; that included 13,989 troops, 355 staff officers, 207 military observers and 87 liaison officers. During the reporting period, the second Egyptian infantry battalion and the advance parties of the Tanzanian, Burkinabé and second Ethiopian infantry battalions completed their deployment. Current projections show that the three advance parties of Ethiopia, Tanzania and Burkina Faso will be complemented by the deployment of the battalions' main bodies into Darfur by December 2009.

38. The strength of UNAMID police personnel as at 27 October 2009 was 4,449 (2,752 police advisers and 1,697 members of formed police units totalling 4,449 personnel), representing 69 per cent of the approved strength. Four new Formed Police Units have deployed in the reporting period, one from Senegal, one from Egypt and two from Jordan. A nine-man advance party for the Pakistani Formed Police Unit arrived in the Mission to prepare for that unit to deploy by the end of October. The Senegalese Formed Police Unit was the first of four units, supported by Friends of UNAMID, to arrive in the Mission.

39. As regards the UNAMID civilian component, as at 28 October 2009, the number of civilian personnel stood at 3,921 (1,089 international personnel, 2,452 national personnel and 380 United Nations Volunteers), representing 70 per cent of the approved strength of 5,546. The Mission continues to face difficulties in recruiting and retaining qualified staff owing to the harsh living conditions and unstable security situation in Darfur.

40. Between 1 July and 1 October 2009, the Government of the Sudan issued 1,938 new entry visas. As at 28 October 2009, 56 visas were pending approval. This is a welcome development. However, efforts to secure visas for the personnel of a small group of troop- and police-contributing countries have been unsuccessful, with some requests remaining outstanding for 10 months.

41. The 62 Nigerian armoured personnel carriers, which arrived in Port Sudan on 1 May 2009, and 122 Rwandan vehicles, which arrived on 6 March 2009, were granted customs clearances from the Government of the Sudan on 28 July 2009, and were successfully moved to the Mission area. In addition, following detailed consultations between the United Nations and the Canadian Government, the process of withdrawing the 103 Canadian-loaned armoured personnel carriers from the Mission area was completed: a first batch of 68 armoured personnel carriers was

shipped out of Port Sudan at the end of August and delivered to its final destination; the second and final batch of 35 armoured personnel carriers is expected to be shipped out of Port Sudan by 31 October 2009.

42. Coordinated efforts with national, state and local government authorities are under way to facilitate the deployment of the Ethiopian tactical helicopters. The Chinese engineering company is expected to complete the construction of the new apron for the unit's five helicopters at Nyala airport by end of October 2009. Discussions with the Sudanese Government are ongoing regarding the final location of the unit's ammunition bunker.

43. Furthermore, the continued lack of key military enablers and force multipliers, including two medium transport units, a level II hospital, an aerial reconnaissance unit, and 18 medium utility helicopters, continues to be a source of serious concern for UNAMID. This has negatively affected the Mission's ability to discharge fully its mandate by limiting monitoring and verification activities, hindering quick reaction capability and curtailing the Mission's logistical and medical services.

44. In addition, the unacceptably low standard of medical facilities provided by a great number of troop- and police-contributing countries is of great concern to the Mission. Out of 32 medical units/cells, only 7 are of United Nations standards. UNAMID is currently conducting a full review of these conditions with a view to ensuring that all facilities are brought up to United Nations standards as a matter of urgency.

45. The sixth meeting of the Tripartite Mechanism on peacebuilding initiatives in Darfur, with representatives of the Government of the Sudan, the African Union, the United Nations and UNAMID, was held in Khartoum on 12 July 2009. As a result of the meeting, an agreement was reached to locate the Ethiopian Tactical Helicopter Unit in Nyala airport. However, no progress was made in obtaining a radio frequency for UNAMID. The following meeting scheduled for September 2009 was postponed in order to allow senior management of UNAMID, the Department of Peacekeeping Operations and the Department of Field Support to focus on the ongoing hostage crisis involving two UNAMID international staff members.

VI. UNAMID operations

46. In accordance with its mandate, UNAMID continued to prioritize its protection activities and its efforts to facilitate humanitarian delivery throughout Darfur. In particular, the Mission took significant steps towards expanding its patrolling activities, maintaining a continuous presence in camps for internally displaced persons, and enhancing the capacity of Government and police in Darfur to address issues related to human rights violations, in particular sexual and gender-based violence.

47. In this context, several important expansions of UNAMID protection activities took place during the reporting period. From 24 to 27 July 2009, UNAMID dispatched its first long-range integrated patrol to Tawilla and Kabkabiya in Northern Darfur. More long-range patrols to monitor the security situation, build confidence among the population, and provide protection have since been undertaken and will form an important aspect of UNAMID operations going forward.

48. UNAMID also significantly expanded its night patrolling in August 2009, previously in place only in the Kalma IDP camp, by introducing patrols 24 hours a day, seven days a week, to additional camps in its area of responsibility, including the Zam Zam, Abu Shouk, Al Salaam and Tawilla IDP camps in Northern Darfur; the Ardamata, Krinding 1 and 2, Al-Riyad, and Dorti IDP camps near El Geneina; the Hassa Hissa and Hamadiya IDP camps near Zalingei; and the Otash, Dereige, El Daein, and Graidia IDP camps in Southern Darfur. According to impact assessments of night patrols conducted by UNAMID, IDPs of the Abu Shouk and Al Salaam camps indicated that they viewed night patrols as crucial to their safety and reported increased security as a result. While appreciating UNAMID night patrols, IDPs also expressed interest in daytime patrols in farming areas outside of the camps, where they experience high levels of insecurity. This request is being addressed by UNAMID in the context of its ongoing planning.

49. In addition to the expanded patrolling activities, UNAMID has made operational 59 of the mandated 83 community policing centres in the three Darfur States. The physical construction of eight centres was completed during the reporting period, and plans are under way to construct 11 additional centres before the end of 2009. The community policing plan is currently under review by UNAMID in the light of the revised military deployment plan, and some community policing centres will be redeployed to different locations. On 2 July 2009, the women's centre in the Abu Shouk IDP camp in Northern Darfur was officially reopened, after being closed by the Humanitarian Aid Commission in October 2008, and is now being managed by the Women's Development Network under the supervision of the State Ministry of Social Affairs. During the reporting period, UNAMID police provided training to 225 community policing volunteers, and 350 Government police, including 170 officers in the training-of-trainers programme.

50. On 22 July 2009, UNAMID established the Gender Crimes Special Investigation Unit to address the cases of rape in Darfur. The Unit will take on cases of sexual and gender-based violence, encourage reporting of incidents of sexual and gender-based violence, promote capacity-building in Government and police institutions, and sensitize local communities to key issues related to sexual and gender-based violence.

51. Regarding military operations, between 15 August and 1 October 2009, UNAMID military personnel conducted 3,033 confidence-building patrols, 2,729 escort patrols, 1,031 night patrols, and 37 investigation patrols. UNAMID police conducted 10,331 patrols inside IDP camps, including firewood and grass escorts, as well as 3,536 patrols outside IDP camps, including town and village patrols.

52. Following the establishment of the Northern Sudan Disarmament, Demobilization and Reintegration Commission, the Darfur Child Disarmament, Demobilization and Reintegration Programme commenced in July 2009 and is being implemented in collaboration with the Darfur Security Arrangements Implementation Commission and UNICEF. The initial exercise marked the beginning of the process to release 2,000 registered children associated with armed movements in Darfur. UNAMID coordinated and provided security escorts, transportation, medical screening, HIV/AIDS counselling and other logistics. During the reporting period, 144 children associated with the Sudan Liberation Army/Free Will faction were released in Northern Darfur. Plans are under way to

start the Darfur Child Disarmament, Demobilization and Reintegration Programme in Southern Darfur in the coming weeks.

53. During the reporting period, the Darfur-Darfur Dialogue and Consultation held consultations with women representatives in Northern Darfur and Southern Darfur, as well as with youth representatives in Northern Darfur, to discuss and build consensus around six issues of common concern: land and natural resources, security, identity, recovery and development, administration and democracy, and reconciliation.

54. In addition, UNAMID has been exploring ways of increasing outreach to the general population in the absence of a radio station. The Mission is working with mobile telephone companies to disseminate peace messages through their network, and the Mission plans to commence five-hour daily broadcasts on El Fasher, Nyala, El Geneina and Al Salaam (Khartoum) radio stations. UNAMID also proposed the development of radio programmes to increase awareness of sexual and gender-based violence in communities of Northern Darfur and is awaiting the authorization from the State Committee on sexual and gender-based violence to air these programmes on El Fasher Radio.

55. Thus far, UNAMID has delivered risk education on unexploded ordnance to 5,393 people, destroyed 98 unexploded ordnance items, conducted general explosive hazard assessments in 52 villages, and assessed 438 km of road. Scheduled operations resumed at full capacity on 1 October 2009, and the completion of a demining training programme has brought the multitasking teams to full strength. During the reporting period, three children were killed as a result of contact with an unexploded ordnance, and one child and one adult were injured.

56. With regard to the rule of law, good governance and respect for human rights, UNAMID carried out 40 human rights-monitoring field missions during the reporting period. The Mission documented and investigated 61 cases of human rights violations involving 94 victims: 72 victims of sexual and gender-based violence, including 10 minors between the ages of 6 and 17; 36 killings; 12 cases of injury by shooting; and 3 cases of assault of UNAMID national staff.

57. During the reporting period, four UNAMID national staff members and two individual contractors were reportedly harassed, threatened and/or arrested by members of the National Intelligence and Security Services. On 19 August 2009, a UNAMID language assistant accompanying Human Rights Officers to a detention centre in Nyala was threatened by National Security officials and requested not to return to the detention centre.

58. UNAMID investigated 37 cases of pre-trial detention involving 72 people. Human rights concerns were taken up with local authorities, resulting in the release of 28 people from detention without any charges. A total of 44 remained in custody. Sixteen out of the 28 people released without charges were reportedly arrested because of their alleged political affiliation and/or activities.

59. During the reporting period, UNAMID continued its efforts to gain access to two Justice and Equality Movement soldiers in the custody of the Government in Khartoum in order to verify whether they were being treated in accordance with the Government's obligations under international humanitarian law. The two soldiers were among the several injured in the fighting between the Government and JEM

forces near Um Barru, Northern Darfur, in late May 2009. Attempts to gain access to the prisoners were repeatedly denied by Government authorities.

60. In order to address inadequacies in judicial services across Darfur, UNAMID, in collaboration with other United Nations entities, obtained consent to work with the Government to set up mobile courts, pending the restoration of full judicial services in various localities. These include Kabkabiya, Kutum, Um Kadada in Northern Darfur; and Edd al-Fursan, Tulus, Muhajeria, Adeela and Rehaid al-Birdi in Southern Darfur.

61. The first training session on human rights and prison management for 30 staff of the six prison facilities in Northern Darfur was held from 10 to 13 August 2009. During the period under review, UNAMID concluded an assessment of the juvenile justice system in Western Darfur and is undertaking efforts to help set up a dedicated juvenile court. A three-day training was also organized in Western Darfur from 18 to 20 August 2009 for Central Reserve Police officers and soldiers on international human rights and humanitarian law.

62. The UNAMID quick-impact projects initiative continued with the approval of 117 new projects in the areas of health, education, water and sanitation, agriculture, income generation, women's empowerment and shelter. The total number of quick-impact projects implemented by UNAMID partners stands at 34.

VII. Observations

63. As UNAMID nears two years in Darfur, it has made significant strides towards full deployment and is now, more than ever, focusing on its critical tasks of civilian protection and facilitation of humanitarian delivery. However, serious challenges remain, including increased threats to international staff in Darfur, ongoing military activities between Chad and the Sudan and within Darfur, limitations on the freedom of movement and access for UNAMID and humanitarian personnel, and a failure of the parties to the conflict to commit to a comprehensive negotiated settlement to the crisis.

64. The four kidnapping incidents of staff of international non-governmental organizations that have occurred since March 2009, and the recent kidnapping incident of two UNAMID staff in Zalingei on 29 August 2009, represent an extremely alarming development for international staff serving in Darfur. UNAMID personnel continue to be the target of criminal activity and banditry, including harassment and violent attacks.

65. I am also deeply concerned at the reports of ongoing fighting between the Government of the Sudan and rebel groups in Darfur. UNAMID has documented that clashes occurred between SAF and SLA/AW on 23 July in Jebel Marra and on 2 September in Korma, the latter of which resulted in the killing of 13 civilians. Fighting between SAF and JEM forces on 5 and 6 August in Northern Darfur and 9 August in Western Darfur has put civilians' lives at risk and demonstrates that the parties have not made a full commitment to a political solution to the Darfur crisis.

66. In the context of the ongoing violence in Darfur, freedom of movement for UNAMID and humanitarian personnel is absolutely critical. The repeated incidents of Government officials preventing access to UNAMID patrols are a direct violation of the Status of Forces Agreement with the Government of the Sudan and a serious

impediment to the Mission's capacity to implement its mandate. In particular, where populations have been made more vulnerable by violence, I urge the Government to intensify its efforts to ensure that UNAMID and humanitarian personnel are granted full access to affected areas. The letter dated 11 October 2009 from a Government official to UNAMID, indicating that patrolling activities in Northern Darfur would not be further obstructed, is a positive development.

67. During the reporting period, serious security incidents also took place along the Chad-Sudan border, including clashes between Chadian and Sudanese armed forces on 16, 26 and 28 July and 8 August 2009. I again call on all parties to exercise restraint, to cease support for rebel groups in both Chad and the Sudan, and to work in good faith towards a secure environment in Darfur. In a positive development in this regard, a Sudanese delegation, led by Sudanese presidential adviser Ghazi Salah Al-Deen, travelled to N'Djamena on 10 and 11 October to meet with President Déby. A joint statement was issued affirming the States' commitment to improving relations. I welcome this statement and reiterate that good relations between the Sudan and Chad are the sine qua non for peace in Darfur.

68. In the meantime, the political process for Darfur has reached a critical juncture. Despite the extraordinary efforts of the key States and the Joint Chief Mediator, the movements have not shown themselves ready to unify and engage in substantive discussions in Doha. For its part, the Government of the Sudan has declared its readiness to engage in the political process, although Government military operations in Darfur continue. The Mediation's increasing focus on Darfurian civil society reflects the lack of readiness on the part of the movements and the Government, as well as an understanding that the people of Darfur must be represented in any future peace agreement. I urge all parties to the conflict to use this opportunity to re-engage with the peace process in good faith, with a view to achieving a sustainable peace for all Darfurians.

69. The Mediation's efforts to reflect the views of the people of Darfur in the peace process offer a critical opportunity to maximize the participation of Darfurians in the upcoming elections. As the Mediation moves forward in identifying the priorities of Darfurian civil society, it will open the possibility for discussions with the Government of the Sudan on issues that must be addressed to ensure that the elections are a credible step towards meaningful participation of Darfur at the national level in the Sudan. As an initial step, concerted efforts must be made by the Government of the Sudan to ensure that all groups in Darfur, especially internally displaced persons, are able to participate in an atmosphere of free expression and with full freedom of movement. The related political, technical and security challenges must all be addressed in this regard. I urge all stakeholders to take concrete steps at the political level to guarantee a credible electoral process.

70. The report of the African Union High-Level Panel on Darfur is an important initiative and a serious effort to address the issues of peace, justice, accountability and reconciliation in Darfur. The recommendations of the Panel, which were endorsed by the African Union Peace and Security Council on 29 October 2009, provide a valuable opportunity going forward, and the United Nations is in the process of a thorough review of all aspects of the report and its recommendations, with a view to maximizing complementarity between the work of the Panel and the mandated activities of the United Nations in the Sudan. I look forward to further

deepening the strategic partnership between the United Nations and the African Union in this regard.

71. Finally, I wish to express my gratitude for the work of UNAMID's first Joint Special Representative, Rodolphe Adada, as well as the Mission's first Force Commander, General Martin Luther Agwai (Nigeria), who both completed their tours of duty in August 2009. I extend to them the deep appreciation of the Organization for their contributions to the establishment of UNAMID.

72. UNAMID Police Commissioner Michael Fryer and Deputy Police Commissioner Elizabeth Muwanga will finish their tour of duty with UNAMID on 20 December 2009. I wish to extend to them my gratitude for the work they have done to establish the UNAMID police presence in Darfur.

73. In this connection, it is my pleasure to inform the Security Council that Deputy Joint Special Representative Henry Anyidoho has assumed the functions of the Joint Special Representative ad interim. Furthermore, as of 1 September 2009, Mohamed B. Yonis has been appointed Deputy Joint Special Representative for Operations and Management and Lieutenant General Patrick Nyamvumba (Rwanda) has taken up the post of UNAMID Force Commander. I would also like to thank Member States, including donor and troop-contributing countries, for their continued support of the deployment and operations of UNAMID, and for their efforts to encourage the parties to stop the cycle of violence and instead work towards a peaceful solution to the crisis in Darfur.

Annex I

UNAMID workplan on mandate implementation

1. In accordance with the request made by the Security Council in its resolution 1881 (2009), a strategic workplan was developed in consultation with the African Union that contains benchmarks to measure and track progress made in implementing the mandate of UNAMID. To this end, four priority areas have been developed for concerted action required to realize the overall goal of the international community of achieving a political solution and sustained stability in Darfur. Progress in these areas would require the implementation of the mandate of UNAMID, and would also require substantial action by the United Nations country team, Government of the Sudan institutions and other stakeholders, including community leaders. The four areas are: (a) the achievement of a comprehensive political solution; (b) the achievement of a secure and stable environment; (c) the enhancement of the rule of law, strengthened governance and human rights; and (d) the achievement of a stabilized humanitarian situation.

Assumptions

2. The ability of UNAMID to proceed with implementing the workplan is predicated upon the following assumptions: (a) the peace process, under the leadership of the Joint Chief Mediator, will continue and eventually lead to the conclusion of a comprehensive settlement of the Darfur conflict, which will be complementary to the Comprehensive Peace Agreement; (b) the Government of the Sudan will continue to cooperate with UNAMID and will permit the Mission to conduct all of its mandated activities; (c) the international community will continue to provide UNAMID with necessary support and resources; and (d) the security situation on the ground will enable the continued deployment and functioning of the Mission.

Comprehensive political solution

3. With regard to the achievement of a comprehensive solution to the conflict in Darfur, a key indicator of progress in this area will be the continuation of the peace process under the leadership of the Joint Chief Mediator, as well as the holding of free, fair and credible elections in 2010 that would lay the foundation for meaningful representation of Darfur at the national level.

4. UNAMID will prioritize and phase its activities in accordance with the requirements of the Mediation, as well as the upcoming elections. In the near term, UNAMID will focus on substantial support and facilitation of the work of the Joint Chief Mediator and intensify its engagement and involvement with all Darfur stakeholders, including civil society, to ensure that their views are represented in negotiations going forward. In this connection, UNAMID will provide technical support and advice to the Joint Chief Mediator as the negotiations gather momentum on the various issues. As a first step in this direction, the Mission participated in the recent seminar organized by the Joint Mediation Support Team on developing proposals on the parameters, principles and key elements of a comprehensive Darfur peace accord, held in Doha from 12 to 14 October 2009. As a next step, UNAMID will be directly engaged through the Darfur-Darfur Dialogue and Consultation and

the Civil Affairs Section in supporting the efforts of the Mediation to convene the first civil society consultation on 16 November in Doha.

Secure and stable environment

5. No political solution to the conflict in Darfur can be sustainable without tangible dividends for the population in the area of safety and security. The achievement of a stable environment throughout Darfur, as evidenced by the absence of military activity, a significant reduction in criminal activities, and the re-establishment of the freedom of movement for civilians, remains paramount.

6. In this context, UNAMID will continue to undertake the following activities to contribute to the overall objective of establishing a secure and stable environment in Darfur: continue to conduct patrols, including enhancing and increasing integrated long-range and night patrols; increase its mine risk education throughout Darfur; retain a presence 24 hours a day, seven days a week in IDP camps and reinforce its community policing activities, as well as expansion of the scale and scope of training and capacity-building of Government police and movements' police liaison officers. UNAMID will continue to report on major instances of violence, including all violations of human rights and international humanitarian law. To this end, it requires the full deployment of human rights staff, which is currently 96 out of a mandated strength of 208. The Mission will also continue to support disarmament, demobilization and reintegration as laid out in the mandate of UNAMID.

7. UNAMID will also continue to engage with local, regional and international partners towards easing the tensions between Chad and the Sudan, and cooperate closely with the United Nations Mission in the Central African Republic and Chad on issues of common interest. In cooperation with the local stakeholders and the United Nations country team, UNAMID will work towards obtaining written commitments and agreed upon action plans by all parties to the conflict for ending the recruitment and use of child soldiers and, in close cooperation with UNICEF, for the development of reintegration programmes for these children. In cooperation with the local stakeholders and the United Nations country team, UNAMID will also work towards developing a comprehensive strategy to protect women and girls from sexual and gender-based violence.

8. The poor economic prospects of the people of Darfur, particularly the youth, contribute to the opportunistic violence occurring in Darfur. This could be partially addressed, as a short-term measure, through UNAMID quick-impact projects, although a sustained solution to the problem will require long-term development and commensurate investment. Efforts will be made to expand the current size of the Darfur Multi-Donor Trust Fund to accommodate those quick-impact projects.

Rule of law

9. The achievement of security and stability is closely linked to the ability of State institutions to enforce the rule of law, conduct work in accordance with principles of good governance, and guarantee human rights and freedoms to the population. Long-term stability is equally predicated upon achieving accountability for past crimes and on socio-economic development of the whole of Darfur, including improvements in the education and health of the population, significant improvements in infrastructure, and expansion of social services and livelihood opportunities.

10. To this end, UNAMID will continue to work closely with the local institutions, with a view to providing advice and training, and to advocate for an inclusive, transparent and accountable administration in accordance with principles of good governance. Additionally, UNAMID will continue to leverage and engage in capacity-building activities targeting civil society organizations, including women's organizations, and will support local reconciliation initiatives through logistical and technical assistance.

11. UNAMID will continue to work closely with security and justice institutions, as well as with prison management structures to improve conditions in prisons and detention facilities. It will continue to monitor and report violations of international humanitarian and human rights law and will follow up on the implementation of Security Council resolutions on children and armed conflict, as well as Security Council resolution 1820 (2008) on acts of violence against civilians in armed conflicts. The Mission will also continue to support technical cooperation activities with a view to increasing the capacity of security forces to respond to human rights violations by reducing attacks on civilians, sexual and gender-based violence against women, arbitrary arrests and detention, summary executions and torture. These activities are also designed to improve the understanding of prosecutors and the judiciary of the application of human rights standards at the pretrial and trial stage.

Stabilized humanitarian situation

12. With regard to achieving a stabilized humanitarian situation, a key indicator of progress in this area will be the establishment of unhindered humanitarian access. This, however, is only a prerequisite to enhancing efforts to find long-term, sustainable solutions to the situation of vulnerable communities, including through gradual transition towards livelihood activities and support for the principal agencies working to facilitate voluntary and sustainable returns. The displacement of populations, as well as the undermining of economic and livelihood activities as a result of the conflict, has created large vulnerable communities with long-term dependency on humanitarian assistance. Finding a comprehensive and sustainable solution to the humanitarian situation constitutes another priority area that will require concerted efforts by UNAMID, the United Nations country team, entities of the Government of the Sudan and other stakeholders.

13. In cooperation with the United Nations country team, UNAMID will work towards establishing mechanisms to facilitate the opening and expansion of humanitarian space. In this context, UNAMID will lead in the development of the Integrated Strategic Framework. The Mission will also take all necessary steps to ensure the safety and security of humanitarian personnel and the protection of humanitarian convoys, including expanded patrolling towards rural areas to contribute to improved security conditions in places of origin of IDPs, and continued advocacy with Government authorities at all levels as regards their responsibility to provide protection to the population. UNAMID support to the United Nations country team in assisting those in need of humanitarian assistance will prioritize support to the traditional economic activities of Darfurians in order to contribute substantially to stabilizing and improving the long-term humanitarian situation in Darfur.

Annex II

UNAMID benchmarks and indicators

The following benchmarks and indicators are related to the four priority areas discussed in the UNAMID workplan on mandate implementation. It should be noted that many of the benchmarks relate to the broader situation in Darfur and are not restricted to activities covered solely in the mandate of UNAMID. However, implementation of the mandate should facilitate the achievement of these benchmarks, and indicators of achievement reflect, at least in part, progress made by UNAMID. It must be emphasized that the implementation of many of the mandated tasks of UNAMID is contingent not only on the full deployment and staffing of the Mission, but also on the cooperation of the parties, including with regard to the Mission's freedom of movement throughout Darfur. The benchmarks and indicators of progress will be revisited and updated in subsequent reports as necessary.

I. Comprehensive political solution

Benchmark: Achievement of a comprehensive political solution to the conflict, through the implementation of the Darfur Peace Agreement and/or the conclusion of a subsequent comprehensive peace agreement that will ensure that Darfur is adequately represented and participating in the national political process.

Requirements for progress would include a willingness of the parties to the conflict to engage in substantive negotiations and make the compromises necessary for an inclusive peace agreement, improvement in relations between Chad and the Sudan, and strong international support for the negotiations.

Year	Indicators of progress
2009-2010	<ul style="list-style-type: none"> • Key relevant stakeholders in the Darfur conflict are represented in substantive negotiations on a peace agreement • Negotiations under the leadership of the Joint Chief Mediator, which are inclusive of all relevant stakeholders, lead to the conclusion of a comprehensive peace agreement • The provisions of the Darfur Peace Agreement and any subsequent peace agreement are implemented and ensure the fair representation of Darfurians in national decision-making • National elections in Darfur take place in a stable environment, allowing for high voluntary voter turn-out • Progress made towards the establishment of effective mechanisms and institutions promoting reconciliation between communities

II. Secure and stable environment

Benchmark: UNAMID to contribute to the restoration and upholding of a stable and secure environment throughout Darfur, in which civilians, in particular vulnerable groups, are protected and the displaced populations may choose to return to places of origin.

Requirements for progress would include a willingness of the parties to the conflict, including rebel groups and armed groups associated with both the Governments of Chad and the Sudan, to cease hostilities and permit the displaced populations to return to their homes without fear of further violence.

Year	Indicators of progress
2009-2011	<ul style="list-style-type: none"> • Ceasefire in place, according to the Department of Political Affairs and any subsequent agreement • Reduction in outbreaks of violence among Government forces, armed movements and communities in Darfur • Chad-Sudan cross-border clashes reduced and confidence-building measures implemented • Reduction in criminal activity against civilians, including banditry, hijacking and kidnapping • Decrease in attacks on humanitarian convoys • Reduced numbers of illegal firearms, landmines and unexploded ordnance • Enhanced capacity of security institutions to manage violence against civilians, including prevention of sexual and gender-based violence, including arrest and prosecution according to international standards • Implementation of the disarmament, demobilization and reintegration programme throughout Darfur

III. Enhanced rule of law, governance and human rights

Benchmark: UNAMID to contribute to the functioning of effective and efficient State institutions, including national and local authorities and security and justice institutions, to enforce and maintain the rule of law and govern on a non-discriminatory basis in accordance with international human rights standards and principles of good governance throughout Darfur.

Requirements for progress would include a willingness of the Government of the Sudan at both the national and local levels to undertake significant reform of its security and judicial institutions, strong support of the international community of efforts to improve State institutions in Darfur, and willingness of the Government of the Sudan to implement legislative reforms towards international human rights standards.

Year	Indicators of progress
2009-2011	<ul style="list-style-type: none"> • Continual reduction in violations of international humanitarian and human rights law, including the end of recruitment and use of child soldiers and of sexual violence and other grave violations against children

- Progress towards an independent corrections system throughout Darfur
- Local police force receives training on international policing standards and human rights
- Implementation of Press and Printed Materials Act, and Criminal Amendments and Procedures Acts by the National Assembly (adopted May 2009)
- Progress towards implementation of the National Human Rights Commission Act by the National Assembly (passed April 2009)
- Implementation of measures by national authorities to improve standards of criminal prosecution and reduce impunity in Darfur

IV. Stabilized humanitarian situation

Benchmark: UNAMID to contribute to a stabilized humanitarian situation in which the humanitarian community has free and unhindered access to populations in need of assistance, and which enables Darfurians to live in dignity, gradually reducing their reliance on humanitarian aid through gradually increasing engagement in sustainable livelihood activities; UNAMID to support the lead agencies with respect to internally displaced persons to allow them to integrate fully into a community of their choice, including through voluntary, safe, dignified and sustainable return.

Requirements for progress would include a willingness of the parties to the conflict to permit unrestricted humanitarian access, strong support by the international donor community for humanitarian activities in Darfur, and a willingness of local actors to permit safe, voluntary and sustainable returns.

Year	Indicators of progress
2009-2011	<ul style="list-style-type: none"> • State institutions have adopted policies that promote socio-economic development, including through increasing access to basic social services, improving livelihoods and infrastructure • Improvement in access of humanitarian community to populations in need throughout Darfur • Reduction in mortality rates for vulnerable populations, especially internally displaced persons • Incremental transition from emergency relief to early recovery and rehabilitation is agreed upon and implemented • Increased numbers of displaced persons return to their homes in a sustainable, voluntary manner, as verified by the lead agencies in Darfur
