



## General Assembly    Security Council

Distr.  
GENERALA/44/661 ✓  
S/20911  
20 October 1989

ORIGINAL: ENGLISH

GENERAL ASSEMBLY  
Forty-fourth session  
Agenda item 32  
THE SITUATION IN AFGHANISTAN  
AND ITS IMPLICATIONS FOR  
INTERNATIONAL PEACE AND SECURITY

SECURITY COUNCIL  
Forty-fourth year

Report of the Secretary-General

1. The present report is submitted in pursuance of General Assembly resolution 43/20, which was adopted without a vote on 3 November 1988. In that resolution the General Assembly requested the Secretary-General to keep Member States and the Security Council informed of progress towards the implementation of the resolution and to submit to the General Assembly at its forty-fourth session a report on the situation in Afghanistan, on progress achieved in the implementation of the Agreements on the Settlement of the Situation Relating to Afghanistan, 1/ concluded at Geneva on 14 April 1988 (hereafter referred to as the Geneva Accords) and the political settlement relating to Afghanistan.

2. The United Nations Good Offices Mission in Afghanistan and Pakistan (UNGOMAP) has continued to discharge its mandate pursuant to the Geneva Accords. UNGOMAP monitored the withdrawal of foreign troops from Afghanistan; it has made every effort to monitor the implementation of other aspects of the Geneva Accords and has also continued to provide good offices to the Parties to the Accords.

3. In my note to the Security Council on 15 February 1989 (S/20465), I expressed my deep gratification that UNGOMAP had been able to report its satisfaction that the withdrawal of foreign troops from Afghanistan had been completed in compliance with the fourth instrument of the Geneva Accords.

4. In the course of the monitoring of, and assistance to the Parties in, the implementation of the first instrument of the Geneva Accords, namely, the Bilateral Agreement between the Republic of Afghanistan and the Islamic Republic of Pakistan on the Principles of Mutual Relations, in Particular on Non-Interference and Non-Intervention, UNGOMAP has received an increasing number of complaints of

alleged violations by each party against the other. UNGOMAP carried out many inspections regarding the complaints and has submitted a number of reports thereon to the two Parties concerned. From the date on which the Accords entered into force, 15 May 1908 to 30 September 1989, Afghanistan submitted to UNGOMAP 826 notes verbales containing a total of 5,738 specific complaints alleging violations by Pakistan of the Geneva Accords. On its part, Pakistan submitted 154 notes verbales containing a total of 1,116 complaints of alleged violations by Afghanistan.

5. Most of the complaints lodged by the two Governments fall into the categories already indicated in the report of the Secretary-General to the General Assembly at its forty-third session (see A/43/720-S/20230, para. 22) and in the note to the Security Council (see S/20465, annex, para. 25). Complaints by Afghanistan have included, inter alia, allegations of political activities and propaganda hostile to the Government of Afghanistan taking place in Pakistan, border crossings of men and matériel from Pakistan to Afghanistan, cross-border firings, acts of sabotage, rocket attacks on major urban centres, violations of its airspace by Pakistani aircraft, continued presence in Pakistan of training camps and arms depots for Afghan opposition groups, and direct involvement by Pakistani military personnel inside Afghanistan, as well as restrictions placed on refugees who wished to return to Afghanistan. Complaints by Pakistan have included, inter alia, allegations of political activities and propaganda hostile to the Government of Pakistan, violations of its airspace and bombings by Afghan aircraft, acts of sabotage, and cross-border firings, including the use of SCUD missiles against Pakistani territory,

6. Despite the constraints often encountered in the course of its operations, UNGOMAP has spared no effort to investigate complaints lodged by the two Parties and has submitted 76 reports to the Parties concerned, as at 30 September 1989. Most of the reports cover many complaints and inspections thereon. UNGOMAP, however, has often repeated its observation to the Parties that many of the complaints have not been accompanied by sufficient information to permit practical and effective investigations. Moreover, a number of difficulties have continued to hamper efficient operations by UNGOMAP inspection teams, including, inter alia, the extremely rough terrain, the time lapse in reporting the alleged incidents, obstacles often encountered by UNGOMAP in proceeding expeditiously with the inspections required, and the prevailing security conditions in the areas of investigation. In the circumstances, UNGOMAP has drawn to the attention of the Parties the practical impossibility of investigating all the complaints lodged with it.

7. A hopeful development is the co-operation that has been shown by the two Parties in holding joint meetings to consider the reports submitted by UNGOMAP, as provided for in the fourth instrument of the Geneva Accords, namely, Agreement on the Interrelationships for the Settlement of the Situation Relating to Afghanistan. Since March 1989, a total of 10 such meetings have been held, alternating the venue between the two UNGOMAP headquarters units in Islamabad and in Kabul. The dialogue generated in the course of those meetings has been useful not only to the Parties in the mutual review of their obligations under the Geneva Accords, but also to UNGOMAP in improving its monitoring and investigating procedures.

8. The establishment in November 1988 of permanent outposts at Peshawar and Quetta in Pakistan has greatly increased the mobility of UNGOMAP teams in travelling to inspection locations expeditiously. In order to further increase UNGOMAP's monitoring capability, UNGOMAP has also, since April 1989, established "permanent presences" at Torkham, Teri Mangel and Chaman, on the Pakistani side of the border. At present, the teams maintain their presences there during day time. Discussions are under way with the Pakistani authorities for facilities to maintain the UNGOMAP presence in those areas on a 24-hour basis. Pakistan's request for similar presence or outposts in Afghanistan has been considered by the Secretary-General and the matter has been taken up with the Government of Afghanistan. After the withdrawal of foreign troops on 15 February 1989, UNGOMAP closed its permanent outposts at Hayratan and Torghundi - two border-crossing points - and at the, Shindand air base, in Afghanistan,

9. With regard to the implementation of the third instrument of the Geneva Accords, namely, the Bilateral Agreement between the Republic of Afghanistan and the Islamic Republic of Pakistan on the Voluntary Return of Refugees, UNGOMAP has continued its close co-operation with the Office of the United Nations High Commissioner for Refugees (UNHCR). Pursuant to the understanding reached between UNGOMAP and UNHCR shortly before the entry into force of the Accords, concerning the functions that devolve upon each of them in connection with the relevant provisions of the Accords, UNGOMAP stands ready, in particular, to monitor and inform UNHCR of the conditions of safety, which are essential for the return and resettlement of the refugees.

10. Due to differences between the two Parties regarding the interpretation of article IV of the third instrument, it has not been possible to establish the mixed commissions envisaged therein. UNGOMAP has continued its efforts to bring about an understanding on that question.

11. Only a relatively limited number of refugees has thus far returned to Afghanistan. Further, the continued fighting and the instability resulting therefrom have led many Afghans to move from their homes, thus increasing the number of displaced persons. According to reports received, additional Afghans have also been crossing the border into Pakistan, seeking refugee status.

12. UNGOMAP has been informed that UNHCR has established in Pakistan a programme strengthening its monitoring capacity, particularly by the appointment of field monitors and the establishment of nine field houses to extend the effectiveness of UNHCR monitoring of spontaneous return and to ensure the voluntary nature of repatriation. UNHCR has also strengthened its monitoring capacity of the returnee movements in Afghanistan, in areas such as Kabul, Mazar-e-Sharif, Herat, Kandahar and Kunar, among others.

13. A comprehensive communication network has been established throughout the operational area. Assistance materials have been pre-positioned along the Afghanistan/Pakistan border for emergency relief assistance during repatriation. A comprehensive logistics unit, the United Nations Logistic Operations (UNLOG), has also been established, which will serve the United Nations relief and rehabilitation efforts for Afghanistan as well as the repatriation needs.

14. In addition to the specific assistance provided to refugees in the camps, UNHCR has also been engaged in a number of projects that would create the necessary conditions conducive to repatriation.

15. The structure and operation of UNGOMAP have been under constant review in order to ensure effective implementation of its mandate under the Geneva Accords. The current number of military officers serving with UNGOMAP is 40. They have been temporarily detached from existing United Nations operations, namely, the United Nations Truce Supervision Organization (UNTSO), United Nations Disengagement Observer Force (UNDOF) and United Nations Interim Force in Lebanon (UNIFIL). The military officers are divided equally between the two UNGOMAP headquarters units in Islamabad and Kabul. At present, the military officers comprise the following number from 10 nationalities:

Austria	2	Ghana	6
Canada	3	Ireland	5
Denmark	4	Nepal	6
Finland	2	Poland	4
Fiji	5	Sweden	3

There has been virtually no change in the small civilian auxiliary staff deployed at the two headquarters units,

16. Bearing in mind that support and co-operation from all concerned are essential for UNGOMAP to perform its functions effectively, I am pleased to report that such support and co-operation have continued, particularly from the two Parties, namely, the Government of the Republic of Afghanistan and the Government of the Islamic Republic of Pakistan, as well as from the two Guarantors, namely, the Government of the Union of Soviet Socialist Republics and the Government of the United States of America. The two Parties have each extended all assistance in ensuring the security and safety of UNGOMAP personnel both at the headquarters units in Islamabad and Kabul and in the field. Both Parties have also maintained their commitments to bear the cost of all the facilities and services they provide to UNGOMAP. The rest of the expenses for UNGOMAP operations are met from the regular budget of the United Nations. I should like to express my appreciation to the two Parties and all the Governments concerned for their support and should like to take the opportunity to request them to continue in that vein. I also take this opportunity to record my appreciation to the Governments providing military officers of UNGOMAP.

17. In as much as the withdrawal of foreign troops was an important aspect of the Geneva Accords, I have stressed on several occasions that all the Provisions of the Geneva Accords should be implemented in an integrated manner. The record of implementation of the provisions of the Geneva Accords has not thus far been satisfactory. I therefore reiterate my call to the Parties, as well as to the

Guarantors, to ensure the scrupulous and faithful implementation of the obligations that they entered into under the United Nations auspices and abide by the letter and spirit of the Geneva Accords.

18. I should like to thank Mr. *Diego Cordovez*, now Foreign Minister of Ecuador, for his dedicated services as my Representative for the implementation of the Geneva Accords. I should also like to pay tribute to Major-General Rauli Helminen (Finland) - who returned to the service of his Government in May 1989 upon completion of his assignment with UNGOMAP - for his services as the Deputy to my Representative, and to Colonel *Heikki Happonen* (Finland) who replaced Major-General Helminen in that capacity, as well as to all the officers and civilian staff of UNGOMAP. They have performed with exemplary efficiency and dedication under difficult conditions.

\*\*\*

19. Despite the continuing instability and fighting in many parts of Afghanistan, it is gratifying to note that steady progress continues to be made by the United Nations system to provide humanitarian and economic assistance to the needy Afghans. In this context I wish now to refer to the dedicated efforts of my Co-ordinator for United Nations Humanitarian and Economic Assistance Programmes relating to Afghanistan, *Sadruddin Age Khan*. It will be recalled that at the Pledging Conference held in October 1988 following my appeal to Governments, contributions in cash and kind amounting to some \$US 800 million were pledged. Since then, the concerted efforts of the Co-ordinator and the executive heads of the concerned United Nations agencies and programmes have yielded further pledges of support amounting to \$US 200 million. However, 70 per cent of the pledges, now amounting to almost \$1 billion, are in kind. Furthermore, many donors have chosen to earmark their contributions for specific purposes or beneficiaries. These factors have severely conditioned the operational flexibility that the overall reconstruction efforts will require as the United Nations efforts move from the emergency phase to sizeable rehabilitation projects.

20. Earlier this year, the United Nations agencies and programmes, notably the United Nations Children's Fund, the United Nations Development Programme, the World Food Programme, UNHCR, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization and the World Health Organization jointly developed under the guidance of the Co-ordinator a plan of action based on a realistic assessment of the absorption capacity of the country and the possibilities of effective implementation. In addition to preparatory measures relating to the eventual voluntary repatriation of refugees, a number of projects are now being implemented under the plan either directly by the United Nations or through non-governmental organizations in the field of agriculture, food aid, public health, mother and child health care, emergency aid to vulnerable groups, vocational training, rural reconstruction and the promotion of an institutional capacity for economic recovery and rehabilitation. An important programme has also been initiated relating to the training of Afghan volunteers to clear the land and access roads of mines and unexploded ordnance. On the other hand, the implementation of some of the essential activities planned by the United

Nations such as road repair, shelter, anti-narcotic programmes and human resources development continues to suffer from lack of unearmarked cash contributions.

21. I wish to underline here the importance of addressing the problem of internally **displaced** persons in addition to promoting the voluntary repatriation of refugees to which reference has been made earlier in this **report**. Furthermore, the suffering of the urban populations, inflated by the large influx of rural people during the past **decade**, must be alleviated through concerted effort.

22. I trust that in the coming months, the assistance activities of the United Nations system will be further strengthened and consolidated. Effective co-ordination is further ensured through the field structure that **is** already in place through the establishment of the **offices** of the Co-ordinator in Afghanistan, Iran, Pakistan and the Union of Soviet Socialist Republics.

\* \* \*

23. Pursuant to paragraph 9 of General Assembly resolution 43/20, I initiated a series of intensive consultations with various segments of the Afghan people, the two Parties and the two Guarantors of the Geneva Accords, as well as with other Governments concerned, with a view to encouraging and facilitating the early **realization** of a comprehensive political settlement through an intra-Afghan dialogue for the establishment of a broad-based government.

24. In my message addressed to the Afghan people on 31 December 1988, I had expressed the hope that the year 1989 would witness the end of the long and tragic war in Afghanistan and that it would be a year of peace, reconstruction and rehabilitation. As I observed on 3 August 1989, **however**, the realisation of that hope unfortunately has thus far remained elusive.

25. On several occasions I have expressed to the Parties and the Guarantors of the Geneva Accords my grave concern over the ominous developments regarding the situation in Afghanistan. On 1 February, 14 April and 3 August 1989, I publicly expressed my grave concern over the escalation in fighting, the danger of its spreading and the increased suffering of the Afghan people. I also reiterated my view that these developments should concern not only the Afghan people but the international community as a whole. I emphasized that the prolonged suffering of the Afghan people should be brought to an end and stressed that I missed no opportunity to impress on all concerned the necessity to find a political, not a military, solution to the situation.

26. Immediately after the adoption of General Assembly resolution 43/20, I received in New York, on 7 and 11 November 1988, **respectively**, the then Prime Minister of the Republic of Afghanistan, His Excellency Mr. Mohammed Hassan Sharq, and the then Chairman of the Alliance of the Islamic Unity of the Afghan Mujahideec, Professor Burhanuddin Rebbani. My consultations with all segments of the Afghan people and the Governments concerned have continued since then almost without interruption, and have been further intensified after the appointment of Mr. Benon Sevan in May 1989 as my Personal Representative in

Afghanistan and Pakistan, who until then had been serving in the area as my Alternate Representative with UNGOMAP. Mr. Sevan, who is based in the area, has travelled over 50 times between Islamabad and Kabul. His tireless efforts have included consultations not only with the Governments concerned, but also with all Afghan leaders based in Peshawar and Taheran, as well as with military commanders of the Afghan opposition groups, Afghan personalities residing in different countries, and representatives of the two Guarantors. I also had the opportunity to hold discussions personally on several occasions with the leaders of the Governments concerned during the course of the past 11 months,

27. After a long and tragic conflict lasting for almost a decade, and the emotions and bitterness resulting therefrom, it is understandable that the adversaries should require time to move forward cautiously and test the sincerity of the others in the process. Nevertheless, I have been encouraged, throughout my consultations with all concerned, by the genuine desire of all to bring to an end the conflict in Afghanistan.

28. During the past few months I have come to believe that for a comprehensive political solution to be achieved, it is necessary to secure a firm international support, particularly from those countries which have been closely connected with the history of Afghanistan over the past several years, including of course the Guarantors of the Geneva Accords and the neighbouring countries. The unanimous adoption of General Assembly resolution 43/20 implied the existence of a minimum common denominator among the various interested countries, which in my search to implement the mandate entrusted to me, was difficult to detect. Therefore a few months ago I focused my efforts on the promotion of an international consensus which, I repeat, in my view remains indispensable if the Afghans are to be given the opportunity to exercise their right to self-determination,

29. These considerations and the fact that a political process, leading to the intra-Afghan dialogue, as envisaged by General Assembly resolution 43/20, could not thus far be set into motion, has led me to intensify my contacts both with all segments of the Afghan people and with the Governments concerned. During these discussions I have indicated that a comprehensive political solution could be achieved only if all concerned worked with a communality of purpose. Each party that I have approached has therefore a responsibility in the success or failure of our endeavour.

30. As outlined in my report on the work of the Organization, 2/ the problem relating to Afghanistan cannot be solved except by political means. For this, a consensus is needed both at the international and the national levels. While such a consensus has not yet emerged, efforts are under way to narrow the gulf between the positions taken by the countries neighbouring Afghanistan and other concerned countries. In addition, however, there is a fundamental need for a structure through which the wishes of the various segments of the people of Afghanistan can be validly expressed.

31. The reality of the situation in Afghanistan continues to be that of a tragedy for its population. Not a single Afghan family has remained untouched from the

ferocity of the conflict. The devastation of the country, the multitude of the dead and the maimed, the orphans and widows, and the suffering and hunger cannot be forgotten. Yet the suffering of the Afghan people has to be brought to an end. The challenge before them is to place the long-term interests of their country and nation above all other considerations and work for the establishment of a broad-based government.

32. I remain confident that, despite their differences and diversity, the Afghan people can and will achieve a comprehensive political settlement. I count on the international community to encourage them in that direction.

#### Notes

1/ Official Records of the Security Council, Forty-third Year, Supplement for April, May and June 1988, document S/19835, annex I.

2/ Official Records of the General Assembly, Forty-fourth Session, Supplement No. 1 (A/44/1).

-----