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IMPLEMENTATION OF THE ACCORDS ON THE SETTLEMENT
OF THE SITUATION RELATING TO AFGHANISTAN

REPORT OF THE UNITED NATIONS GOOD OFFICES MISSION
IN AFGHANISTAN AND PAKISTAN

Note by the Secretary-General

1. The attached report of the United Nations Good Offices Mission in Afghanistan and Pakistan (UNGOMAP) is being submitted in pursuance of Security Council resolution 622 (1988) of 31 October 1988 to provide an account of the implementation to date of the Accords on the settlement of the situation relating to Afghanistan. 1/
2. I and my Representative on the Settlement of the Situation relating to Afghanistan are deeply gratified that UNGOMAP has been able to report its satisfaction that the withdrawal of foreign troops from Afghanistan has been completed in compliance with the fourth instrument of the Geneva Accords.
3. It is now imperative to seize the momentum created by the completion of the implementation of this important aspect of the Geneva Accords and to move forward to ensure the full and faithful implementation of all the obligations under those Accords, all the provisions of which were to be implemented in an integrated manner. UNGOMAP will continue to discharge its mandate to this end.
4. To bring about the conditions which would allow the Afghan people fully to exercise their right of self-determination has been a consistent concern of the international community and constitutes the essential purpose of the Geneva Accords. The external aspects of the situation relating to Afghanistan need to be fully resolved and conditions established, in conformity with the spirit and letter of the Accords, to enable the Afghans to decide their own future and to achieve peace and stability in their homeland. At this juncture I therefore feel that the next steps to be taken in this context, and the measures which are now required, must be decided upon by the Afghans themselves, and by them alone. The attention of the world community will increasingly focus therefore on the efforts of the Afghans towards the establishment of a broad-based government. This will, in turn,

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open the way for a vast and effective process of reconstruction and development. I am confident that all Governments will lend their support to such endeavours.

Notes

1/ See S/19835, annex 1.

Annex

Implementation of the Accords on the Settlement
of the Situation Relating to Afghanistan

Report of the United Nations Good Offices Mission
in Afghanistan and Pakistan

1. The United Nations Good Offices Mission in Afghanistan and Pakistan (UNGOMAP), in accordance with its mandate under the Geneva Accords, has, since 15 May 1988, been monitoring the implementation of the Accords on the settlement of the situation relating to Afghanistan, signed at Geneva on 14 April 1988. On 15 August 1988, upon the completion of the first phase of the withdrawal of foreign troops, UNGOMAP submitted to the Parties and to the States-Guarantors a report on the implementation of the Accords up to that time. On 16 August 1988, the Secretary-General issued a public statement expressing his and his Representative's satisfaction that the withdrawal of foreign troops had been proceeding in compliance with the Geneva Accords.

2. In the light of the Secretary-General's intention to make available, in pursuance of resolution 622 (1988), this report to the members of the Security Council, it contains a recapitulation of the implementation process since the Accords entered into force. It should be read in conjunction with the report of the Secretary-General a/ to the General Assembly on the situation in Afghanistan and its implications for international peace and security, dated 14 October 1988, which contains, *inter alia*, a review of the arrangements made to establish and to set in motion the work of UNGOMAP.

3. At the time of entry into force of the Geneva Accords on 15 May 1988, UNGOMAP was provided by representatives of the Union of Soviet Socialist Republics in Afghanistan with all the necessary information on the plan and schedule for the withdrawal of the troops from Afghanistan. The military representatives stated that the number of foreign troops stationed in Afghanistan on 14 May 1988 was 100,300, about two thirds of whom were combat troops. They further stated that some garrisons that had been under the control of foreign troops had already been handed over to the armed forces of Afghanistan before 15 May 1988. On that date, there were 18 main garrisons under the control of foreign troops, as follows: Bagram, Baraki, Carikar, Daulatabad, Faizabad, Gardez, Gazni, Herat, Jabalassaraj, Jalalabad, Kabul, Kandahar, Kunduz, Lashkargah, Pulixumri, Ruha, Shindand and Tashqurghan. On 15 May 1988 foreign troops were present in 17 of the 30 provinces of Afghanistan as follows: Badakshan, Baghlan, Farah, Gazni, Helmand, Herat, Kabul, Kandahar, Kunar, Kunduz, Logar, Nangarhar, Paktiya, Parwan, Samangan, Takhar and Zabul.

4. At that time, the Soviet military representatives also gave assurances that UNGOMAP teams were welcome to visit any garrison wherever located and at any time, either before, during or after the withdrawal of foreign troops from the garrisons concerned. The teams were welcome to accompany the columns of withdrawing troops to the Afghan-Soviet border and they were invited to visit any airport, where they could observe the withdrawal of foreign troops by air.

5. The withdrawal of troops by land would be through three towns on the Afghan-Soviet border: Hayratan, Torghundi and Shirhan. UNGOMAP was subsequently informed that the initial plan to use Shirhan as one of the border-crossing points had been abandoned.
6. The Soviet military representatives provided UNGOMAP with a map, indicating the location of the main garrisons, the routes to be used by the withdrawing troops, and the towns on the Afghan-Soviet border through which the foreign troops would withdraw. The Soviet military representatives assured UNGOMAP of their full co-operation in the fulfilment of its mandate under the fourth instrument of the Geneva Accords.
7. Starting on 14 May 1988, UNGOMAP has regularly met with the Afghan and Soviet military representatives. At these meetings, UNGOMAP received information on the ongoing withdrawal of foreign troops as well as on any changes made in the original plan and schedule for the withdrawal of foreign troops from a particular garrison.
8. UNGOMAP established three permanent outposts on the Afghanistan side: at Hayratan on 18 May 1988 and at Torghundi on 31 July 1988 - the two border-crossing points - and at the Shindand air base on 5 August 1988. Each has normally been manned by a team of two officers for the purpose of monitoring the withdrawal of foreign troops.
9. The military representatives of the Soviet Union indicated on 15 August 1988 that, during the first phase of the withdrawal, the following 10 main garrisons previously under the control of foreign troops had been evacuated and handed over to the armed forces of Afghanistan: Baraki, Daulatabad, Faizabad, Gardez, Gazni, Jalalabad, Kandahar, Kunduz, Lashkargah and Ruha. As a result of that evacuation, there were no longer any main garrisons under the control of foreign troops in the border provinces in the east, north-east, south-east, south and south-west of Afghanistan.
10. After the evacuation of the 10 main garrisons mentioned above, the following 8 main garrisons remained under the control of foreign troops as of 15 August 1988: Bagram, Carikar, Herat, Jabalassaraj, Kabul, Pulixumri, Shindand and Tashqurghan, situated in the following five provinces: Baghlan, Herat, Kabul, Parwan and Samangan. In addition, in the Balx province there were some foreign troops around Hayratan. Thus, the eight main garrisons remaining under the control of foreign troops after 15 August 1988 were those in Kabul and to the north of Kabul, and in the north-west of Afghanistan.
11. The military representatives of the Soviet Union informed UNGOMAP on 15 August 1988 that, during the first phase of the withdrawal between 15 May and 15 August 1988, the number of foreign troops withdrawn was 50,183, consisting of 20,200 who had left by land and 29,983 by air. They further informed UNGOMAP that 219 airplanes and helicopters had been withdrawn and returned to the Soviet Union from airports at Faizabad, Gardez, Gazni, Jalalabad, Kandahar, Kunduz and Lashkargah. Furthermore, the number of vehicles withdrawn was 5,672.
12. During the first phase of the withdrawal, UNGOMAP teams were present during or immediately after the evacuation of the following garrisons: Gardez, Jalalabad,

Kandahar and Kunduz. In addition, a team was again present in Kunduz, observing the withdrawal of foreign troops, both by air and by land, that had been evacuated from the garrison at Faizabad.

13. Although the military representatives of Afghanistan and the Soviet Union had expressed their readiness to assist UNGOMAP teams in visiting the other garrisons being evacuated, it was not possible for them to be present there owing to the uncertain security situation in those areas. It would be noted, however, that the troops departing from those garrisons were observed by UNGOMAP teams either at the airports of Kabul, Shindand and Kunduz or at the Torghundi and Hayratan border-crossing points.

14. On many occasions UNGOMAP has expressed its concern about the need to clear mines and minefields in order to ensure the safety of all concerned. The military representatives of Afghanistan and the Soviet Union have repeatedly stated that they shared this concern. They have kept UNGOMAP regularly informed about the number of remaining minefields and those already cleared. On 10 August 1988, the military representatives of the Soviet Union informed UNGOMAP that, by 15 August 1988, the number of minefields would have been reduced to 613, from the 2,131 established since the arrival of foreign troops in Afghanistan. Of the remaining 613 minefields, the control of 314 had been handed over, with detailed maps, to the armed forces of Afghanistan. The remaining minefields would also be handed over to the armed forces of Afghanistan as foreign troops withdrew. The military representatives of the Soviet Union reiterated that the remaining minefields were those which were considered to be vital for the protection of essential installations and services (see para. 7 above). UNGOMAP has consistently requested the military representatives of Afghanistan and the Soviet Union to make public which areas have been cleared of mines and other explosive devices.

15. On 14 May 1988, the military representatives of the Soviet Union in Afghanistan had informed UNGOMAP that, after the completion of the first phase of the withdrawal of foreign troops (15 May-15 August 1988), there would be a three-month pause devoted to preparations for the withdrawal of the remaining troops by 15 February 1989. The military representatives further confirmed to UNGOMAP representatives on 21 September 1988 that the troop withdrawal would be resumed on 15 November 1988. Shortly before that date, the military representatives of the Soviet Union announced that the resumption of the withdrawal was being postponed in the light of prevailing conditions. They reaffirmed that the withdrawal would be completed in accordance with the Geneva Accords. Between 15 August 1988 and 1 January 1989, UNGOMAP did not observe any significant withdrawal of foreign troops.

16. In December 1988, UNGOMAP informed the military representatives of the Soviet Union in Afghanistan that, in addition to the three permanent outposts (see para. 8), it wished also to observe the withdrawal of the foreign troops at Herat in the north-west of Afghanistan and at Kabul, Bagram, Carikar, Jabalassara], Pulixumri and Tashqurghan in the central sector and in the north of the country. However, owing to security conditions, it was not possible to deploy UNGOMAP teams to all of these garrisons.

17. The military representatives of the Soviet Union, on 25 January 1989, informed UNGOMAP that the foreign troops would be withdrawn in the following manner: in the north-west of Afghanistan the garrison at Shindand would be withdrawn before that at Herat; in Kabul and north of Kabul the garrisons would be withdrawn in the following order: Kabul, Bagram, Carikar, Jabalassaraj, Pulixumri and Tashqurghan. The withdrawal of the garrisons from Kabul and north of Kabul and the north-west of Afghanistan would take place simultaneously and over a short period of days in the first half of February 1989. The foreign troops withdrawing by land would move in grouped convoys from Shindand to Torghundi and from Kabul to Hayratan respectively, whence they would cross the border into the Soviet Union. The majority of the foreign troops would withdraw by air from the airports at Bagram, Kabul and Shindand.

18. On 9 February 1989, the military representatives of the Soviet Union in Afghanistan informed UNGOMAP that the following seven main garrisons, previously under the control of foreign troops, had been evacuated and handed over to the armed forces of Afghanistan, namely, Bagram, Carikar, Herat, Jabalassaraj, Kabul, Pulixumri and Shindand, and that the remaining main garrison, Tashqurghan, was to be evacuated before 15 February 1989. A UNGOMAP team visited Tashqurghan on 14 February and confirmed that the garrison had been evacuated on 12 February.

19. The military representatives of the Soviet Union informed UNGOMAP that, between 15 August 1988 and 15 February 1989, the number of foreign troops withdrawn was 50,100, consisting of 20,100 withdrawn by land and 30,000 by air.

20. The military representatives of the Soviet Union further informed the Mission that, with the withdrawal of 50,100 troops between 15 August 1988 and 15 February 1989, the withdrawal of all foreign troops had been completed in accordance with the Geneva Accords. (During the first phase of the withdrawal, the total number of the foreign troops withdrawn was 50,183 (see para. 11).)

21. While the prior notification provided to UNGOMAP regarding the withdrawal of foreign troops as well as the capacity of its teams to move freely have, chiefly for security reasons, not been as prompt and extensive as in the first phase, UNGOMAP, on the basis of information available and its own observation, is satisfied that the withdrawal of foreign troops has been completed in compliance with the fourth instrument of the Geneva Accords.

22. UNGOMAP wishes to express satisfaction at the scrupulous manner in which the time-frame for the withdrawal of foreign troops from Afghanistan has been observed. It wishes to express sincere appreciation to the Government of the Union of Soviet Socialist Republics, and to its civilian and military representatives, for the assistance and co-operation provided to UNGOMAP in the discharge of its mandate during the withdrawal of foreign troops from Afghanistan.

23. UNGOMAP will continue, until the completion of its mandate, to promote and monitor the implementation of the Geneva Accords in all aspects.

24. During the initial period of its operation, UNGOMAP encountered a number of difficulties in connection with the arrangements for monitoring the implementation

of the non-interference and non-intervention obligations set out in the first instrument of the Geneva Accords. Some of these difficulties, particularly those of a logistical character, were resolved consequent upon the review of the work of UNGOMAP carried out by the Representative of the Secretary-General when he visited the area in July 1988. At that time the Parties also reaffirmed their determination to implement the Geneva Accords fully and to ensure faithful compliance with all the obligations prescribed therein.

25. A large number of complaints of alleged violations has, however, continued to be exchanged during the period of implementation. To date, Afghanistan has submitted a total of 215 notes verbales containing 2,132 specific complaints. These complaints have included allegations of border crossings of men and matériel from Pakistan to Afghanistan, cross-border firings, continued presence in Pakistan of training camps and arms depots for Afghan opposition groups, restrictions placed on refugees who wished to return, political activities hostile to the Government of Afghanistan taking place in Pakistan and violations of its airspace by Pakistani aircraft. Pakistan has submitted a total of 89 notes verbales containing 877 specific complaints. They have included allegations of violations of its territory and airspace, aerial bombing incidents, acts of sabotage and political activities by Afghanistan hostile to Pakistan.

26. UNGOMAP has made every effort to investigate all alleged violations of the non-interference and non-intervention obligations and to work out with both sides measures to ensure compliance. Two permanent outposts were established on the Pakistan side - one in Peshawar and one in Quetta, on 1 and 28 November 1988 respectively - to enhance the capacity of UNGOMAP to carry out the investigations in a more timely manner. Further, UNGOMAP has endeavoured to obtain the agreement of the Parties regarding their meetings, as envisaged in the Geneva Accords, to consider alleged violations and reports of their investigation. UNGOMAP has also pointed out to both Parties that most of these allegations of violations have not been accompanied by sufficient information to permit a practical and effective investigation. Difficulties have also been encountered owing to the extremely rough terrain, time lapsed from the alleged incidents and security conditions prevailing in the area of investigation.

27. Non-interference and non-intervention are well established principles of international relations which acquire particular importance if a measure of order and stability is progressively to follow a serious conflict. That was undoubtedly the rationale of the set of specific obligations laid down in the first instrument of the Geneva Accords. At this juncture, when significant steps have been taken to implement the Accords, and to give practical meaning to their stated objectives, it is imperative, to facilitate steady progress towards peace in Afghanistan, that all concerned adhere strictly to the commitments that they have made. It is only thus that they may effectively contribute to the creation of a regional environment which would ultimately ensure the protection of the rights and serve the interests of all.

28. In connection with the implementation of the third instrument of the Geneva Accords, namely the Bilateral Agreement between Afghanistan and Pakistan on the Voluntary Return of Refugees, UNGOMAP reached an understanding with the United

Nations High Commissioner for Refugees (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 the UNHCR of the conditions of safety, which are essential for the return and resettlement of the refugees.

29. A very limited number of refugees has so far returned to Afghanistan and reports were also received in January 1989 of new Afghan refugees crossing the border into Pakistan. UNGOMAP has been informed that UNHCR has established a field monitoring network composed of 11 new international field officers. These officials are in permanent contact with refugee leaders in all camps in Baluchistan and the North-West Frontier Province of Pakistan. Together with the World Food Programme (WFP), UNHCR has proceeded with the pre-positioning of relief items including, food, blankets, tents, seeds, rural tools, etc. The joint UNHCR/WFP logistical unit, UNILOG is almost ready to start work in order to ensure the transportation of all relief items into Afghanistan. UNHCR has just prepared a set of maps indicating, inter alia, areas of origin of refugees, routes taken by refugees on their way out from Afghanistan and possible routes for their return, as well as best possible routes for relief operations and sites for operational bases.

30. Both the strength and deployment of UNGOMAP staff will be kept under review in order to ensure consistently that it can fulfil its mandate under the Accords.

31. UNGOMAP wishes to remind all concerned that it can function effectively only with the support and co-operation of all concerned. As implementation of the Accords proceeds, UNGOMAP therefore expects that such support and co-operation will continue to be forthcoming.

Notes

a/ A/43/720-S/20230.

