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REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS INTERIM FORCE IN LEBANON

(for the period from 10 October 1984 to 11 April 1985)

Introduction

1. In its resolution 555 (1984) of 12 October 1984, the Security Council decided to extend the mandate of the United Nations Interim Force in Lebanon (UNIFIL) for a further interim period of six months, until 19 April 1985. The Council also reiterated its strong support for the territorial integrity, sovereignty and independence in Lebanon within its internationally recognized boundaries; re-emphasized the terms of reference and general quidelines of the Force as stated in the report of the Secretary-General of 19 March 1978, approved by resolution 426 (1978); called upon all parties concerned to co-operate fully with the Force for the full implementation of its mandate; reiterated that UNIFIL should fully implement its mandate as defined in resolutions 425 (1978), 426 (1978) and all other relevant resolutions; and requested the Secretary-General to continue consultations with the Government of Lebanon and other parties directly concerned on the implementation of the resolution and to report to the Council.

2. The present report contains an account of developments relating to UNIFIL from 10 October 1984 to 11 April 1985.

Organization of the Force

3. As of April 1985, the composition of UNIFIL was as follows:

Infantry battalions

Fiji	626
Finland	500
France	610
Ghana	571
Ireland	639
Nepal	666
Netherlands	162
Nor wa y	647

Headquarters camp command

Ghana	138
Ireland	91

Logistics units

France	770
Italy	48
Nor wa y	204
Sweden	150
	5 822

In addition to the above personnel, UNIFIL was assisted by 70 military observers of the United Nations Truce Supervision Organization (UNTSO). Those unarmed observers are organized as Observer Group Lebanon (OGL) and are under the operational control of the Commander of UNIFIL, Lieutenant-General William Callaghan.

4. As previously reported (S/16776, para. 4), the Government of Senegal had decided to terminate its participation in UNIFIL at the end of the last mandate. Following the repatriation of the Senegalese contingent, which was completed on 7 December 1984, a Nepalese battalion again joined UNIFIL, completing its deployment on 1 March 1985.

5. Subsequent to the above changes, adjustments were made affecting the areas of responsibility of various battalions. The deployment of UNIFIL as of April 1985 is shown in the annexed map.

6. The military observers of UNTSO continued to man the five observation posts along the Lebanese side of the Israel-Lebanon Armistice Demarcation Line and to maintain teams at Tyre, Metulla and Chateau de Beaufort. In addition, they operated four mobile teams.

7. The Lebanese internal security forces continued to co-operate with UNIFIL in maintaining order in its area of operation. They carried out independent patrols and assisted UNIFIL in special investigations of mutual concern. The Lebanese army personnel attached to UNIFIL battalions was reduced from 150 to approximately 100, all ranks.

8. Logistic support for UNIFIL continued to be provided by the headquarters logistic branch, the French logistic component, the Norwegian maintenance unit, the Ghanaian engineer unit, the Swedish medical company and the Italian helicopter wing. UNIFIL continued to experience difficulties in transporting goods from Beirut to its area of operation as a result of the closure of the coastal road from Beirut to Sidon during most of the reporting period. Furthermore, the Force continued to be denied access to Tyre and Sidon as well as to all areas adjacent to the coastal road by the Israel Defence Forces (IDF). Whereas Sidon became accessible to UNIFIL after the redeployment of IDF on 16 February 1985, the situation in and around Sidon deteriorated in the second half of March as a result of hostilities erupting there, rendering it impractical for UNIFIL to rely on sources of supply in that area. Until December 1984, the source from Beirut through the Jezzine area and the Chouf Mountains was used occasionally for light convoys but its use was discontinued for reasons of security. In these circumstances, air and sea shipments continued to be diverted to Tel Aviv and Haifa, respectively. Despite the difficulties involved, certain supplies, particularly fresh rations, petroleum products and other commodities, were procured from Lebanese sources.

9. During the reporting period, considerable efforts were put into the improvement of the accommodation and the communications of UNIFIL. The Italian helicopter wing received two additional helicopters, bringing the total to six. This unit continued to play an important role in the logistic support of UNIFIL and in providing humanitarian assistance to the Lebanese civilian population. As previously reported, however, flight clearances were occasionally denied or delayed by the Israeli military authorities.

10. In addition to its other tasks, the French engineer company continued to search for and defuse unexploded mines, shells and bombs. It demolished some 20 roadside bombs and numerous explosive charges of various types. The company also completed several surveys of minefields and conducted two mine-clearing operations. On 15 March 1985, it towed away and blew up a civilian car loaded with explosives and arms which had been found in Barish by villagers.

11. On 25 January 1985, a Fijian soldier was killed and two others seriously wounded when a mobile UNIFIL patrol was ambushed by unidentified armed elements in the area manned by the Fijian battalion. On 4 April, three French soldiers were injured when their vehicle overturned in the explosion of a road-side bomb. Since the establishment of UNIFIL in 1978, 103 members of the Force have died, 42 of them as a result of firing and mine explosions, 48 in accidents and 13 from natural causes. Some 146 have been wounded in armed clashes, shellings and mine explosions.

12. The discipline and bearing of the members of UNIFIL as well as of the UNTSO military observers assigned to the Force have been of a high order, reflecting credit on themselves, their commanders and their countries.

Nagoura talks

13. As requested by the Security Council in its resolution 555 (1984) of 12 October 1984, the Secretary-General continued consultations with the Government of Lebanon and other parties directly concerned on the implementation of that resolution. On 31 October, following consultations with the Governments of Lebanon and Israel, the Secretary-General announced the convocation of a conference of military representatives from the two countries to discuss military aspects relating to the withdrawal of Israeli forces and security arrangements in southern Lebanon. This conference, which began on 8 November 1984, took place at UNIFIL headquarters in Nagoura. The Commander of UNIFIL, Lieutenant-General William Callaghan, was present at the meetings.

14. From the outset of the conference, the Lebanese representative insisted on the full withdrawal of Israeli forces from Lebanese territory and the subsequent deployment of the Lebanese Army together with UNIFIL down to the international boundary in accordance with Security Council resolution 425 (1978). The Israeli representative took the position that UNIFIL should be deployed in the entire area to be evacuated by the Israeli forces with the positioning of the main forces of UNIFIL between the Zahrani and Awali rivers up to the border between Lebanon and the Syrian Arab Republic. Whereas Israel would accept a limited UNIFIL presence further south, the Israeli representative maintained that local forces should be responsible for security arrangements in the southernmost part of Lebanon. There was little change in these basic positions as the conference progressed.

15. On 14 January 1985, the Israeli Government announced a plan for the unilateral redeployment of the Israeli forces in three phases. This redeployment plan was formally presented at the 13th meeting of the Nagoura conference on 22 January 1985. In the first phase of the plan, relating to the western sector, IDF would evacuate the Sidon area and deploy in the Litani-Nabatiyah region. In the second phase, relating to the eastern sector, IDP would deploy in the Hasbaiya area. In the third phase, IDF would deploy along the Israel-Lebanon international border while maintaining a zone in southern Lebanon where local forces (South Lebanon Army) would function with IDF backing. The first phase would be carried out within five weeks of the Government's decision. Notification of the timing would be given to the Lebanese Government and the United Nations Secretariat in order to allow them to make arrangements and deploy forces in the areas to be evacuated by IDF. The timing of each subsequent phase would be decided by the Government. Throughout all the phases, efforts would continue to achieve political arrangements. Israeli officials indicated subsequently that phases two and three of the redeployment were tentatively scheduled to be completed in the spring and summer of 1985.

16. At the 14th meeting of the conference on 24 January 1985, the Lebanese representative announced that the Israeli redeployment plan did not satisfy his

Government's demand for a detailed plan and timetable for the complete withdrawal of Israeli forces from Lebanese territory. While reiterating his Government's willingness to co-operate with the United Nations with a view to expediting the withdrawal of Israeli forces, the Lebanese representative maintained that the role of the United Nations could not be discussed before the presentation of such a detailed plan and timetable by Israel.

17. At the end of the 14th meeting, the Nagoura conference was adjourned sine die.

Situation in southern Lebanon and activities of UNIFIL

18. During the period under review, the situation in southern Lebanon deteriorated noticeably as a result of increasing confrontation between Israeli forces and Lebanese resistance groups, particularly after IDF started preparing for its evacuation from the Sidon area which was completed on 16 February. Both the number and the intensity of attacks by Lebanese resistance groups against the Israeli forces and Lebanese irregulars armed and controlled by them increased sharply. At the same time, IDF adopted severe countermeasures affecting large segments of the population in the south.

19. In its area of deployment, UNIFIL continued to operate checkpoints and to conduct patrols with a view to contributing, to the extent possible, to the maintenance of order and ensuring the security of the local population. However, the deteriorating situation was also reflected in the UNIFIL area of deployment where numerous attacks were carried out against IDF, particularly against fixed positions, some of which were attacked almost on a daily basis. In addition, a number of roadside bombs were exploded causing casualties among Israeli troops. In the areas patrolled by UNTSO military observers but outside the UNIFIL area of deployment, there were two suicide car-bomb attacks against IDF convoys, on 6 February and 10 March respectively, causing heavy casualties. The latter and most serious of these attacks occurred just a few hundred metres north of the Israeli border town of Metulla.

20. On their part, the Israeli forces carried out increasingly frequent cordon-and-search operations in villages in the UNIFIL area. All these operations followed a similar pattern: Israeli troops up to about one mechanized battalion in strength would cordon off a village, assemble the men for interrogation, usually at the school house, and search houses for weapons and ammunition. A number of houses were demolished on the alleged grounds that they served as shelter for members of resistance groups or that weapons had been found in them.

21. On 13 December 1984, such cordon-and-search operations were undertaken by IDF in the villages of Burj Rahhal, Bidiyas, Marakah and Tura east of Tyre. Since February 1985, 32 such operations were carried out, as follows: Marakah (6 February), Tura (12 February), Burj Rahhal (14 February), Al Bazuriyah (19 February), Al Bazuriyah (20 February), Dayr Qanun an Nahr, Yanuh and Tayr Dibbah (21 February), Al Bazuriyah (24 February), Srifa (26 February), Al Bazuriyah (1 March), Marakah (2 March), Sila (5 March), Bidyas (6 March), Hallussiyat at Tahta and Tayr Falsayh (7 March), Al Bayyad and Rishknaniyah (12 March), Humayri

(13 March), Barish and Tura (15 March), Burj Rahhal (16 March), Bafliyah (17 March), Marub and Ramadiyah (18 March), Srifa (21 March), Al Qulayah (22 March), Shhur (27 March) and Tayr Zibna (3 April).

22. UNIFIL closely monitored the movements of the Israeli forces within its area. As a result, it was in a position to be present at an early stage during all the IDF cordon-and-search operations mentioned above with a view to preventing, within the limits of its means, acts of violence against the population and the destruction of property. In a number of cases, UNIFIL personnel interposed themselves physically to prevent the demolition of houses. While they were successful in a few instances, UNIFIL recorded the demolition of 33 houses. Fourteen bodies were found after such operations. UNIFIL did not witness the death of these persons. A number of persons were injured during the IDF operations, many of whom were treated by UNIFIL medical personnel. In addition, UNIFIL recorded the arrest of more than 700 persons by IDF or Israeli security personnel during searches of villages or by Israeli patrols operating in the area. UNIFIL has made repeated protests to the Israeli authorities against these operations.

23. On 18 February 1985, IDF imposed restrictions on the movement of civilians, which have remained in force since then. These measures include a curfew from dusk to dawn, a ban on the movement of any vehicles unless the driver is accompanied by at least one passenger, a complete ban on motorcycles, and a ban on parking along all major routes.

24. On 27 February, the Secretary-General issued the following statement relating to the role of UNIFIL:

"Since early February a new situation has developed in southern Lebanon. Apart from the restrictions imposed upon the civilian population by the Israeli occupation, the increasing number of attacks on the Israeli forces by Lebanese resistance groups has led to a series of strong Israeli countermeasures, including cordon-and-search operations.

"The Commander of UNIFIL has reported nine such IDF operations in the UNIFIL area since 6 February. With these incidents, the position of UNIFIL is becoming increasingly difficult.

"UNIFIL is now stationed in an area where active resistance against IDF is in progress, and in which the latter is engaged in active countermeasures. UNIFIL, for obvious reasons, has no right to impede Lebanese acts of resistance against the occupying force, nor does it have the mandate or the means to prevent countermeasures. In these circumstances, the men of UNIFIL have done their utmost to mitigate violence, protect the civilian population, and to reduce acts of reprisal to the minimum.

"There is no easy solution to the dilemma of UNIFIL. To withdraw the Force would not be in the interest of the Government and people of Lebanon, while to involve it actively in the current violence would merely create a further complicating factor in an already extremely difficult situation. It is essential, therefore, to pursue objectives which will put an end to the current difficulties in the interest of all concerned.

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"In the meantime, it seems to me that the only course for UNIFIL is to maintain its presence and to continue within its limited means to carry out its existing functions in the area. I wish to pay tribute to the Commander, officers and men of UNIFIL for their steadfastness and bearing in an extremely difficult situation. I also wish to express appreciation to the troop-contributing Governments for their support of this very important peace-keeping operation of the United Nations."

25. On 4 March 1985, a heavy explosion occurred in a communal meeting hall in Marakah, causing the upper floor of the building to collapse. A meeting was in progress in the hall at the time, and 12 Lebanese died in the explosion while more than 30 were injured. UNIFIL evacuated 11 of the injured by helicopter to its hospital at Nagoura. UNIFIL could not establish responsibility for the explosion but, since that time, villagers frequently ask UNIFIL to search their houses for explosives, following Israeli cordon-and-search operations.

26. UNIFIL continued its efforts to contain the activities of Lebanese irregulars armed and controlled by IDF. There were a number of incidents in which such irregulars fired close to UNIFIL positions, and in a few cases, fire was returned. There were also a few incidents in which Israeli troops fired close to UNIFIL personnel. These incidents were protested to the Israeli authorities.

27. UNIFIL continued to co-operate with the Lebanese authorities as well as the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the United Nations Children's Fund (UNICEF) and the International Committee of the Red Cross (ICRC) in extending assistance to the local population. UNIFIL has reported that the economy of the area has suffered severely, owing to the spreading violence as well as restrictions affecting the movement of people and goods. A significant number of Lebanese civilian patients were treated in UNIFIL medical centres. UNIFIL medical personnel at the hospital in Nagoura performed 197 surgical operations and treated 3,833 patients, including 287 in-patients.

28. During the period under review, the Commander of UNIFIL and his civilian and military staff maintained contact with the Government of Lebanon and the Lebanese regional authorities. They also maintained contact with the Israeli authorities on matters pertaining to the functioning of the Force.

29. Mr. Brian Urguhart, Under-Secretary-General for Special Political Affairs, visited UNIFIL headquarters and also held discussions with government officials in the region in January and April 1985.

Financial aspects

30. By its resolution 39/71 A of 13 December 1984, the General Assembly, inter alia, authorized the Secretary-General to enter into commitments for UNIPH. at a rate not to exceed \$11,741,000 gross (\$11,574,333 net) per month for the period from 19 April to 18 December 1985, inclusive, should the Security Council decide to continue the Force beyond the period of six months authorized under its resolution 555 (1984), subject to obtaining the prior concurrence of the Advisory

Committee on Administrative and Budgetary Questions for the actual level of commitments to be entered into for each mandate period that might be approved subsequent to 19 April 1985. Should the Security Council renew the UNIFIL mandate beyond 19 April 1985, the costs to the United Nations of maintaining UNIFIL during the period of extension will be within the commitment authorized by the General Assembly in its resolution 39/71 A, assuming continuance of the Force's existing strength and responsibilities.

Observations

31. UNIFIL was established in March 1978 by Security Council resolution 425 (1978) which defined its purpose as "confirming the withdrawal of Israeli forces, restoring international peace and security and assisting the Government of Lebanon in ensuring the return of its effective authority in the area ...". These purposes were never fully achieved. The Israeli forces, in the final phase of Israeli withdrawal in June 1978, handed over the zone immediately contiquous to the international border to the Israeli-controlled militia of Major Haddad (which came to be known as the "de facto forces"), while, to the north, the Palestine Liberation Organization (PLO) and other groups (known as "armed elements") maintained an active presence. The experience of UNIFIL in its first three years was therefore uneasy and unsatisfactory, although in these difficult and dangerous circumstances the Force succeeded in bringing about a considerable reduction in the level of violence in its area of operation.

32. In July 1981, a cease-fire was arranged with Israel and with PLO which, with the assistance and supervision of UNIFIL, brought nearly a year of virtually complete quiet to the area. After a series of developments elsewhere, this period of quiet was broken by the Israeli invasion of June 1982. The Israeli forces went through UNIFIL, which had no mandate or capacity to deal with such a situation, and when the fighting came to an end in August 1982, UNIFIL found itself situated within the Israeli zone of occupation. In this unforeseen situation the Force was instructed as interim tasks to continue to man its positions and to give, to the extent possible, protection and humanitarian assistance to the civilian population in its area. These interim tasks have continued to the present time.

33. In April 1984, in commenting on the future role of UNIFIL in the context of an Israeli withdrawal, I suggested (S/16472, paras. 21-25) that the Council consider making the mandate of UNIFIL more effective, in particular by the temporary deployment of UNIFIL with elements of the Lebanese Army and Internal Security Forces, in areas vacated by Israeli forces; the immediate deployment of elements of UNIFIL in the Sidon area on Israeli withdrawal from that area, with a view to ensuring the safety and security of the population, including Palestinian refugees in the camps in that area; and the working out of the necessary arrangements to ensure that southern Lebanese Government. I repeated these suggestions in my report to the Security Council of 9 October 1984 (S/16776, para. 22). The Lebanese Government publicly endorsed these suggestions.

34. With a view to expediting the orderly withdrawal of the Israeli forces and discussing adequate security arrangements in southern Lebanon after that withdrawal, I convoked in November 1984, following consultations with the Governments of Lebanon and Israel, a conference of military representatives of the two countries under United Nations auspices at UNIFIL headquarters in Nagoura. The conference in Nagoura lasted into January 1985, but unfortunately produced no result (see paras. 13-17 above).

35. On 14 January 1985, the Israeli Government announced its intention to withdraw from Lebanon in three phases, and the first phase commenced in February. The Lebanese Government, after extensive discussions with my representatives, did not agree to any role for UNIFIL in the Israeli withdrawal process north of the Litani. UNIFIL has therefore remained until now in its former area of operation. The activity against the Israeli forces by the Lebanese resistance has markedly increased in recent months, as have the frequency and severity of Israeli countermeasures against the resistance, many of which have taken place in the UNIFIL area as described above. This has created a difficult situation for UNIFIL. I described this situation in my statement of 27 February 1985 (see para. 24 above).

36. In the past weeks, there have been indications that the programme of Israeli withdrawal is being speeded up. This clearly has important implications for the future of UNIFIL, particularly since the process may be reaching a critical stage at about the time when the Security Council is considering the guestion of the extension of the mandate of UNIFIL. In a letter of 27 March 1985 (S/17062), the Government of Lebanon requested an extension of the UNIFIL mandate for a further period of six months on the basis of the provisions of resolutions 425 (1978), 426 (1978), 501 (1982), 508 (1982), 509 (1982), 520 (1982) and other relevant resolutions and decisions of the Security Council, and stated certain conditions for the future role of UNIFIL. On 28 March, the troop-contributing countries sent me a letter (S/17067) stating their position and concerns about the future role of UNIFIL.

37. In the light of all these developments, I asked Mr. Brian Urquhart, Under-Secretary-General for Special Political Affairs, to visit the area and discuss matters relating to the future of UNIFIL. Mr. Urquhart visited Lebanon and Israel from 4 to 10 April. He also visited the Syrian Arab Republic. On my instructions, he stressed the importance of securing a speedy, orderly and complete withdrawal of Israeli forces, of the establishment of international peace and security in southern Lebanon and of a proper context and basis for the future functioning of UNIFIL, the ultimate objective being the return of the effective authority of the Lebanese Government in the area and the restoration of normal life and economic activity.

38. The position of the Lebanese Government is as stated in its letter of 27 March (S/17062). The Lebanese Government feels strongly that the whole area of southern Lebanon should be under the exclusive authority of the Lebanese Army assisted in its task solely by UNIFIL. It will not assign any role to any military force which is not a legal force, nor will it accept buffer zones or security zones of any kind.

39. The Israeli Government has stated that it has two principal objectives, complete withdrawal of its forces from Lebanon and security for Israel's northern border. It believes that these objectives can be achieved either by agreement with the Lebanese authorities or, failing such agreement, by unilateral security arrangements made by Israel. The preference of the Israeli Government is for the first alternative, but since the breakdown of the Naguora talks, the latter approach is being actively considered.

40. My efforts and those of my colleagues have been directed in recent days to trying to bring together the positions of the Lebanese and Israeli Governments. If we fail to do this, I am deeply concerned at the situation which may arise, a situation in which violence is likely to continue and escalate and in which UNIFIL will find itself once again in a position of embarrassment, ineffectiveness and even of danger. I do not believe that it is in the interest of any of those concerned to allow this to happen.

41. The main problem is to reach a situation in Lebanon south of the Litani after the Israeli withdrawal in which international peace and security can be assured and normal conditions progressively restored. I believe that the best means of achieving this would be an orderly take-over from the Israeli forces, perhaps in the first instance by UNIFIL with elements of the Lebanese Army, with the ultimate aim of restoring the complete authority of the Lebanese Government and Army. I believe that, to achieve effective and constructive results, some form of consultative mechanism under United Nations auspices would be extremely desirable, indeed essential. If the Nagoura talks or the 1949 Israel-Lebanon General Armistice Agreement are not acceptable, for one reason or another, to one or other of the parties, I would be prepared to consider convoking a new conference of military representatives of the two Governments for the purpose.

42. It is also essential to establish, under the authority of the Security Council, conditions in which UNIFIL can function effectively in co-operation with the Lebanese authorities and Army. I cannot conceal my dismay at the inappropriate situation in which UNIFIL has found itself on various occasions in the past. I think we owe it to the troop-contributing Governments, and indeed to the United Nations, to do our best to ensure that such a situation does not continue in the future. In my view, the most important elements involved are the clear understanding that no armed military or paramilitary personnel of any kind can be allowed to operate in the area, other than the Lebanese Army and UNIFIL, and that all parties and elements publicly declare their support for and co-operation with the Lebanese authorities and UNIFIL.

43. Owing to the uncertain timing of forthcoming moves in the Israeli withdrawal, it is possible that I may have to report again to the Council in the near future. In the meantime, the Council will be considering the Lebanese reguest for a six-month extension of UNIFIL. For my part, I believe that the presence of UNIFIL is essential in the present circumstances and I therefore recommend an extension taking into account the Lebanese reguest. I wish to stress again, however, that it is also essential to secure at least the minimum conditions for the effective future work of this valiant United Nations peace-keeping force.

44. In this connection, I must once again draw the Security Council's attention to the financial difficulties faced by the Force. There is, as of the beginning of April 1985, an accumulated shortfall in the UNIFIL Special Account of some \$211.5 million. As a result, the Organization is falling far behind in the reimbursement of the troop-contributing countries, thus placing an unfair and increasingly heavy burden on them, particularly on the less wealthy ones. I am extremely concerned about this state of affairs for the above-mentioned reason and also because it could jeopardize the functioning of this important operation. Therefore, I must again strongly appeal to all Member States to pay their assessments without delay. I would like also to appeal to the Governments of the more developed countries to consider making available, as a practical measure, voluntary contributions to the UNIFIL Suspense Account, to be used for the reimbursement of Governments contributing troops, equipment and supplies to UNIFIL.

45. In concluding this report, I wish to express my deep appreciation to the troop-contributing countries for their steadfast and generous support of the Force. I also wish to pay tribute to the Commander of UNIFIL, Lieutenant-General William Callaghan, and his staff, civilian and military, and to the officers and men of UNIFIL as well as to the UNTSO military observers assigned to the area. They have performed their tasks with exemplary dedication and courage in extremely difficult circumstances.



