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FINAL REPORT OF THE SECRETARY-GENERAL ON THE UNITED
NATIONS OPERATION IN MOZAMBIQUE

I. INTRODUCTION

1. The present report is submitted pursuant to Security Council resolution 957 (1994) of 15 November 1994, in which the Council invited me to submit a final report on the termination of the United Nations Operation in Mozambique (ONUMOZ). The present report summarizes the status of implementation of the General Peace Agreement (S/24635, annex) as at 9 December 1994, the date of expiry of the mandate of ONUMOZ. It also provides updated information on the withdrawal of ONUMOZ personnel.

II. POLITICAL AND MILITARY ASPECTS

A. General

2. The mandate given to ONUMOZ two years ago by the Security Council in its resolution 797 (1992) of 16 December 1992 has now been successfully accomplished. ONUMOZ has verified and monitored the implementation of the General Peace Agreement, signed on 4 October 1992 at Rome, from the establishment of the initial implementation structures to the assembly of approximately 92,000 troops and the demobilization of 80,000 of them. It coordinated and monitored humanitarian assistance operations, provided technical assistance to and verified the entire electoral process, culminating in the holding of free and fair elections on 27 to 29 October 1994. It assisted in the formation of the new joint army of almost 12,000 troops and, in accordance with Security Council resolution 898 (1994) of 23 February 1994, monitored the activities of the Mozambican national police.

3. The last meeting of the Supervision and Monitoring Commission (CSC) was held on 6 December 1994. At that meeting, the chairmen of the Cease-fire Commission (CCF), the Joint Commission for the Formation of the Mozambican Defence Force (CCFADM), the Commission for Reintegration (CORE), the National Police Affairs Commission (COMPOL) and the National Information Commission (COMINFO), submitted their final reports on the work of their commissions. On 7 December 1994, in a ceremony at the President's Office, my Special

Representative, Mr. Aldo Ajello, handed those reports to Mr. Joaquim Alberto Chissano, the President-elect, thus formally concluding the work of the Commissions.

4. The new Assembly of the Republic was installed on 8 December 1994. The election of its Chairman became the subject of controversy when delegates from the Frente de Libertação de Moçambique (FRELIMO) insisted on open voting, while the opposition demanded secret balloting. The opposition walked out after a lengthy debate, and the FRELIMO candidate, Mr. Eduardo Joaquim Mulembwe, was elected Chairman.

5. The newly elected President of Mozambique was inaugurated on 9 December 1994. He appointed his Government on 16 December 1994. In accordance with paragraph 4 of Security Council resolution 957 (1994), those events marked the expiry of the mandate of ONUMOZ. My Special Representative left Mozambique on 13 December 1994.

B. Elections

6. The Mozambican peace process culminated in the holding of presidential and legislative elections on 27 to 29 October 1994. Twelve candidates participated in the presidential election and 14 political parties and coalitions in the legislative election. On the eve of the elections, the Resistência Nacional Moçambicana (RENAMO) announced its withdrawal from the poll. Following the intervention of the international community, including a message from the President of the Security Council, the active involvement of the Secretary-General in international efforts, as well as guarantees by ONUMOZ and the international members of the CSC that the electoral process would be closely monitored, RENAMO decided to participate. Although the uncertainty about RENAMO's intentions created some confusion on the first day of voting, there were no major disruptions and polling continued smoothly on the second and third days.

7. In accordance with its mandate, ONUMOZ monitored and verified the entire electoral process while also providing necessary logistic support. The elections were conducted in a peaceful and orderly manner. ONUMOZ has examined all complaints, allegations and concerns brought before it by the political parties and individuals. Although some irregularities were recorded, most were of an administrative nature, and no event or series of events occurred that could have had an adverse effect on the overall outcome of the elections. I would like to pay tribute to the electoral authorities of Mozambique for the efficient and impartial organization of all aspects of the electoral process. I would also like to thank the international community and those organizations, programmes and agencies, particularly the United Nations Development Programme (UNDP), whose financial and technical assistance to the Mozambican authorities made it possible to hold the elections in such an exemplary manner. My preliminary assessment of the conduct of the voting was conveyed to the Security Council in a letter dated 11 November 1994 (S/1994/1282).

8. On 19 November 1994, the Chairman of the National Elections Commission (NEC) announced the results of the elections. The incumbent President,

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Mr. Chissano, received 2,633,740 votes, amounting to 53.3 per cent of those cast in the presidential election. The leader of RENAMO, Mr. Afonso Macacho Marceta Dhlakama, received 1,666,965 votes, or 33.7 per cent. The candidate receiving the third largest number of votes (2.9 per cent) was Mr. Wehia Ripua of the Partido Democrático de Moçambique (PADEMO). A total of 5,402,940 persons, representing 87.9 per cent of all registered voters, participated in the presidential election. Blank votes amounted to 5.8 per cent, while 2.8 per cent were considered invalid by the NEC. In the legislative election, FRELIMO received the largest share of the votes with 2,115,793 (44.3 per cent), followed by RENAMO with 1,803,506 votes (37.8 per cent) and the União Democrática (UD) with 245,793 votes (5.2 per cent). Those three parties will have the following share of the new Parliament's 250 seats: FRELIMO - 129, RENAMO - 109 and UD - 12.

9. Immediately after the announcement of the election results, my Special Representative declared the elections free and fair, based on the reports of the United Nations observers. A copy of Mr. Ajello's statement was distributed to members of the Council, which unanimously endorsed the results in its resolution 960 (1994) of 21 November 1994. All Mozambican political parties have accepted the results.

C. Assembly and demobilization of troops

10. As was noted in my earlier reports to the Security Council, the demobilization of government and RENAMO troops was substantially concluded by 22 August 1994, and completion of the process was formally declared by the CSC shortly thereafter. A total of 91,691 (67,042 Government and 24,649 RENAMO) soldiers had been registered by ONUMOZ. Some 78,078 soldiers (57,540 government and 20,538 RENAMO) were demobilized, while some of the remainder joined the new army.

11. ONUMOZ collected from the military and paramilitary forces, as well as from the general population, a total of 189,827 weapons, 43,491 of which belonged to the paramilitary forces. A limited amount of arms, ammunition and explosives was destroyed, while the remainder was transferred to the new Mozambican Defence Force (FADM). There is concern about their safe keeping and I very much hope that the Government of Mozambique will take all necessary measures in that regard as soon as possible, destroying or otherwise disposing of all weapons that will not be needed for the FADM and the national police.

12. The post-demobilization verification, by teams comprising representatives of the Government, RENAMO and ONUMOZ, began on 30 August 1994. The parties declared to the CCF for verification a total of 722 former military positions or depots (435 government and 287 RENAMO). In accordance with the procedures approved by the CCF, the teams also verified any information provided to the United Nations by the parties or by any other source, related to the presence of troops, undeclared arms depots or caches. As a result of those activities, substantial numbers of weapons were found, including tanks, anti-aircraft guns, mines, armoured personnel carriers and mortar bombs. In addition, a small number of previously unregistered military personnel were identified at some government and RENAMO bases.

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13. Because of delays in demobilization, as well as the parties' initial reluctance to participate fully in the verification mechanism, the process lagged behind the original schedule. It was not possible, therefore, to complete the verification of weapons before the expiry of the ONUMOZ mandate. As at 9 December 1994, United Nations teams had verified a total of 754 government and RENAMO locations, consisting of 432 (out of 435) declared government locations, 67 undeclared government locations, 171 (out of 287) locations declared by RENAMO and 79 undeclared RENAMO locations. A total of 22,069 weapons and large amounts of ammunition were found during the verification process.

D. Formation of the Mozambican Defence Force

14. The General Peace Agreement did not initially foresee a role for the United Nations in the formation of the new army. However, at the request of both the Government and RENAMO, the Security Council, by its resolution 850 (1993) of 9 July 1993, approved my recommendation that ONUMOZ chair the CCFADM.

15. On 25 July 1994, the parties agreed that instead of forming a new army of 30,000 soldiers before the elections, as envisaged in the General Peace Agreement, the FADM would be composed of troops who volunteered to join. As at 9 December 1994, a total of 11,579 soldiers had enlisted in the Force. With the assistance of France, Portugal and the United Kingdom of Great Britain and Northern Ireland, the following units had been trained: six infantry battalions, three special forces battalions, one company of marines, two units of logistic specialists and one company of sappers. In addition, a number of officers had received leadership training, while one group of military police instructors had undergone training abroad. Additional support to the training of the FADM was provided by Zimbabwe, and Italy contributed financially to the rehabilitation of the training centres.

16. Some of the trained FADM units are not yet fully operational, mainly as a result of financial and logistical constraints. A number of units are being trained under the supervision of FADM officers, while others are providing much-needed security at weapons depots.

E. Withdrawal of the military component of ONUMOZ

17. The withdrawal of the military component has proceeded in accordance with the plan described in paragraphs 34 to 38 of my report of 26 August 1994 (S/1994/1002). It began on 15 November 1994 and is scheduled to be completed by 31 January 1995. As at 18 December 1994, 2,966 military contingent and headquarters personnel had departed from the mission area, with 1,184 remaining. Of the 322 military observers, 165 had left. The Mission is currently proceeding with residual operations, as per paragraph 4 of Security Council resolution 957 (1994).

18. A limited force of four infantry companies, two from Bangladesh and two from Zambia, the Argentinian field hospital, a skeleton headquarters staff, de-mining personnel and a small number of military observers have been retained

to assist in the residual operations and the liquidation phase of the Mission, during which they will gradually be repatriated. The infantry units will provide security for United Nations personnel and protection of United Nations property, where necessary.

III. POLICE ACTIVITIES

19. Pursuant to Security Council resolution 898 (1994) of 23 February 1994, a total of 1,086 United Nations civilian police (CIVPOL) from 29 countries were deployed to the mission area. As planned, United Nations CIVPOL established 83 field posts (68 in government- and 15 in formerly RENAMO-controlled areas) in addition to its regional and provincial headquarters. This wide deployment facilitated CIVPOL's close monitoring of the activities of the Mozambican police throughout the country. However, despite the agreement of 3 September 1993 between President Chissano and Mr. Dhlakama on the unification of the territorial administration, the Mozambican police did not establish posts or become operational in the areas formerly held by RENAMO. CIVPOL activities in those areas were thus restricted.

20. CIVPOL investigated 511 complaints, of which 61 were related to human rights violations. Regrettably, the cases of human rights violations investigated, documented and forwarded by CIVPOL to COMPOL for action did not result in the expected disciplinary or preventive action. The issue was raised on several occasions with COMPOL and the Mozambican police, as the absence of corrective or preventive measures reduced the impact of the CIVPOL investigations. The 3 September 1993 agreement between President Chissano and Mr. Dhlakama requested that a United Nations police contingent observe all police activities and verify the strength and location of the police force. However, the Government delayed CIVPOL access to some police training centres, to the facilities of the Rapid Reaction Police and to those of the Presidential Guard until two weeks before the elections.

21. At the same time, in accordance with its mandate, CIVPOL was able to monitor, together with other ONUMOZ components, the conduct of the entire electoral campaign and to assist in the verification of the political rights of individuals, groups and political organizations. In addition, during the voting and counting processes, 565 civilian police served as electoral observers.

22. The first group of 32 United Nations police observers left Mozambique on 17 November 1994. As at 18 December 1994, 566 observers had been withdrawn. The remainder will leave Mozambique between 19 and 31 December 1994, except for about 20 who will remain in the mission area until mid-January.

IV. HUMANITARIAN ASSISTANCE PROGRAMME

23. ONUMOZ was entrusted with the mandate to coordinate and monitor all humanitarian assistance operations, in particular those relating to refugees, internally displaced persons, demobilized military personnel and the affected local population, and, in that context, to chair the Humanitarian Assistance Committee. The General Peace Agreement set out two objectives for international

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humanitarian assistance: firstly, it was to serve as an instrument of reconciliation; secondly, it was to assist the return of persons displaced by war and famine. Out of a target population of 6.5 million, approximately 4.3 million people have now returned to their original areas of residence; this includes 3 million internally displaced people, 1.1 million returnees and approximately 200,000 ex-combatants and their dependants.

24. When the General Peace Agreement was signed, a large area of Mozambique was inaccessible for delivery of relief assistance. ONUMOZ humanitarian efforts, mainly through the provincial humanitarian assistance committees, contributed significantly to the opening of those regions. It thus became possible for humanitarian organizations to deliver relief supplies to vulnerable communities. Currently, emergency assistance is distributed by over 40 organizations to beneficiaries at more than 300 delivery points within previously inaccessible areas.

25. The Coordinated Programme of Assistance, which was developed in cooperation with the donor community and the two major parties, placed emphasis on the restoration of essential services in rural areas, particularly for the returning refugees. The international community contributed directly more than 78 per cent of the approximately \$650 million required to meet Mozambique's needs for humanitarian assistance during the period of the ONUMOZ mandate. United Nations organizations and agencies, international public and non-governmental organizations, as well as a number of Mozambican entities, played an essential role in the design and implementation of both the individual and the overall humanitarian programmes.

26. At the time of the establishment of ONUMOZ, 80 per cent of the primary schools in Mozambique had either been closed or destroyed and the availability of other social services was minimal. With the help of the Office of the United Nations High Commissioner for Refugees (UNHCR) and a number of non-governmental organizations, more than 700 primary schools and 250 health facilities have been built in rural areas. A joint project of the World Bank and the World Food Programme (WFP) will reconstruct another 310 health posts. In addition, approximately 2,000 wells have been opened or rehabilitated and the national Programme for Rural Water Supply (PRONAR), in concert with its major operational and funding partner, the United Nations Children's Fund (UNICEF), is engaged in a programme that aims to provide one water source per 500 people. In addition, WFP and local authorities have worked together to distribute increasing amounts of seed throughout the country.

27. Since some 20,000 more government and RENAMO soldiers than the originally envisaged 57,103 were demobilized, the budget for the Reintegration Support Scheme increased to \$31.9 million, of which \$27.6 million has been pledged and only \$8.9 million received. The scheme, which is being implemented by UNDP, includes cash payments, vocational training, promotion of small-scale economic activities and credit facilities for the demobilized soldiers. It is essential for the successful reintegration of the ex-combatants into civilian life. I strongly appeal to donors to contribute to this important scheme, to honour their existing pledges and to help meet the shortfall in pledges of \$4.3 million.

28. As a result of the slow start of the original United Nations de-mining programme, a new and accelerated programme was put in place in June 1994. Its ultimate goal is the creation of a national Mozambican mine-clearance capacity. By the end of the mandate of ONUMOZ, the programme had been able to train 450 Mozambicans to man 10 de-mining teams, which are currently operating in the southern areas of Maputo province. They have cleared some 40,000 square metres and disabled over 555 mines. The programme has also achieved a significant number of other goals: 20 Mozambicans were trained as de-mining team supervisors; an additional 16 Mozambicans have completed training as minefield surveyors; and others have been trained for work as paramedics, explosive ordnance disposal specialists and logisticians, and for general administrative and other functions.

29. To date, the accelerated de-mining programme has relied exclusively on funds from the ONUMOZ budget and on personnel provided by the Governments of Australia, Bangladesh, Germany, the Netherlands and New Zealand. The programme is expected to continue through November 1995. In that context, arrangements need to be put in place to ensure that the future requirements of the programme regarding equipment and transport are met. It is understood that, for its continuation through November 1995, the programme will have to rely principally on obligations under the current ONUMOZ budget. It is hoped that the period of time between now and November 1995 will be sufficient for the Government of Mozambique and others concerned to reach a final determination regarding the future of the de-mining programme.

30. In July 1994, UNDP and the Office for Project Services contracted LONRHO, a commercial firm, to clear mines from 2,000 kilometres of priority roads in the provinces of Sofala and Manica. Having so far completed work on over 1,644 kilometres, LONRHO is expected to fulfil its contractual obligations by January 1995. A team of 100 de-miners from the HALO trust, a British non-governmental organization, began de-mining activities in May 1994 and has cleared some 50 kilometres of roads and an area of some 125,000 square metres, mainly in the province of Zambézia. RONCO, a commercial firm contracted by the United States Agency for International Development (USAID), has cleared over 1,000 kilometres of roads in Manica and Sofala, while the non-governmental organization Norwegian People's Aid is working in the provinces of Maputo and Tete where it has so far cleared 48 kilometres of roads, as well as an area totalling 1,276,211 square metres.

31. All parties concerned with de-mining in Mozambique share the view that there is a need for the establishment of an entity at the national level to provide the various de-mining organizations and companies with policy orientation, operational standards and coherence. At present, it is envisaged that the capacity required for such an entity will be built through a donor-supported UNDP project.

V. LIQUIDATION OF THE ASSETS OF THE UNITED NATIONS
OPERATION IN MOZAMBIQUE

32. In the eighth paragraph of the statement on Mozambique issued by its President on 7 September 1994 (S/PRST/1994/51), the Security Council invited me to report on the final disposition of the assets of ONUMOZ within the framework of its withdrawal. That request was reiterated in a subsequent presidential statement dated 14 December (S/PRST/1994/80). At present, ONUMOZ capital assets total \$20.82 million and fall into four major categories, as follows:

(a) vehicles, \$11.53 million; (b) communications equipment, stores and generators, \$5.45 million; (c) building and engineering equipment and stores, \$0.72 million; and (d) general services, stores and equipment, \$3.12 million.

33. The liquidation of ONUMOZ assets was initiated immediately after the elections. The process is guided by the following principles and policies, listed in order of priority: (a) equipment that conforms to established standards or is compatible with existing equipment will be redeployed to other United Nations operations or placed in reserve for use by future missions; (b) other equipment will be transferred to United Nations organizations, as well as to national and international non-governmental organizations already operating in Mozambique or in the process of establishing a presence there, upon request and against appropriate credit to the ONUMOZ Special Account; (c) commercial disposal within the country in accordance with standard United Nations procedures; and (d) any remaining assets or installations that cannot be dismantled will be donated to the new Government of Mozambique. This also refers to airfield installations as well as to mine-clearing equipment. With regard to the latter, the Mission will be guided by the statement of the President of the Security Council of 7 September 1994 (S/PRST/1994/51), which indicated the need to leave de-mining equipment in Mozambique after the withdrawal of ONUMOZ, subject to the appropriate arrangements. Negotiations are under way to arrange for the transfer of ONUMOZ de-mining equipment to a national entity that would be established to pursue such activities.

34. With the official closure of ONUMOZ planned to take place by the end of January 1995, it will be necessary to retain in Mozambique, primarily in the capital, for approximately one to two months, a small number of United Nations civilian logisticians to deal with outstanding boards of inquiry, the disposition of property and equipment, and other long-term activities. Thereafter, I will be in a position to present to the competent United Nations bodies a report on the liquidation of ONUMOZ assets.

VI. OBSERVATIONS

35. Two years after the signing of the General Peace Agreement the mandate of ONUMOZ has been accomplished: the peace process in Mozambique has come to a successful conclusion. This remarkable achievement can be attributed to several key factors: the strong commitment to peace and reconciliation demonstrated by the Mozambican people and their leaders; the political pragmatism shown by the parties to the General Peace Agreement; the clarity of the ONUMOZ mandate and the consistent support provided by the Security Council; and the international community's significant political, financial and technical support of the peace

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process. The success of the operation represents an example of what can be achieved through the United Nations when all forces join together in one common endeavour towards a common goal.

36. Although all major aspects of the General Peace Agreement and the ONUMOZ mandate have been implemented, some issues remain to be pursued. These include the existence of arms caches in the country and the safe keeping of weapons collected by ONUMOZ; the incomplete integration of the territorial administration; and the continued presence of mines throughout the country. It will also be essential to continue to train and equip the FADM properly and to upgrade the national police. Mozambique's democratic institutions must also be strengthened and economic and social reconstruction promoted in order to ensure that peace, democracy and development can be sustained. I trust that the new Government of Mozambique will give due attention to these important matters and that the Security Council, the United Nations system and the international community will consider positively any requests for assistance that the Government might make.

37. Finally, I would like to pay a well-deserved tribute to my Special Representative and to all the staff of ONUMOZ for the dedication and professionalism they demonstrated in the fulfilment of their assignments. They contributed to the successful outcome in Mozambique in an outstanding manner and deserve the appreciation of all.
