



To: DSG

Attached for approval is the draft report of the SG on UNDOF. The report was prepared by UNDOF and DPKO in consultation with DPA, OLA and the Controller's Office, and is due with the SC by 6 December.

The report covers UNDOF's operational activities and makes particular reference to restrictions on UNDOF's movement by the authorities on both sides of the area of separation (AOS); the almost daily entry into the AOS by Syrian armed forces; sporadic firefights between the latter and the armed Syrian opposition; threats to the safety and security of the local population and UN personnel; and risks of international escalation.

A six-month extension of UNDOF's mandate is recommended. Israel and Syria have confirmed their agreement to an extension.

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Political Unit
29 November 2012

12-10674

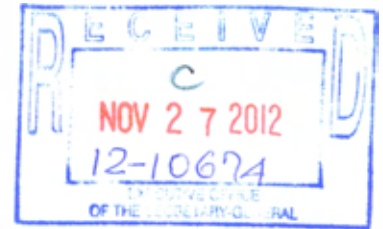


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Note to Ms. Malcorra



**Draft report of the Secretary-General on the United Nations
Disengagement Observer Force (UNDOF)**

1. Please find attached the draft report of the Secretary-General to the Security Council on the United Nations Disengagement Observer Force (UNDOF). The Security Council expects the report to be issued by 6 December 2012.
2. As in previous reports of the Secretary-General on UNDOF, the report maintains the reference to UNDOF's operational activities and challenges in view of the security developments in the Mission's area of operation. It also makes reference to the increased restrictions of UNDOF's movement imposed by the authorities on the Bravo side. The report refers to the almost daily entry of the Syrian Arab Armed Forces (SAAF) and unauthorised military equipment into the area of separation in violation of the Disengagement Agreement. It incorporates incidents related to the ongoing sporadic firefights between the SAAF and armed members of the opposition inside the area of separation. In this context, the report includes incidents that presented risks of international escalation, and threats to the safety and security of the local population and United Nations personnel on the ground. The report also makes reference to the assistance that UNDOF provided to civilians on a strictly humanitarian basis in view of the security developments in the area of separation.
3. The Department of Political Affairs, the Office of Legal Affairs and the Controller's Office have been consulted on the draft report.
4. The report recommends a six-month extension of UNDOF's mandate at the Force's current strength. Both Israel and Syria have confirmed their agreement to an extension of the Mission's mandate.
5. We would be grateful for your approval of the report at your earliest convenience.

Hervé Ladsous
26 November 2012

POL/04/006

Approved on behalf of the Secretary-General
Deputy Secretary-General

**Report of the Secretary-General
on the United Nations Disengagement Observer Force (UNDOF)
for the period from 1 July to 31 December 2012**

I. Introduction

1. The present report gives an account of the activities of the United Nations Disengagement Observer Force (UNDOF) during the past six months pursuant to the mandate contained in Security Council resolution 350 (1974) and extended in subsequent resolutions, most recently through resolution 2052 (2012).

II. Situation in the area and activities of the Force

2. During the period under review, despite isolated violations, the ceasefire in the Israel-Syrian Arab Republic sector generally was maintained. However, the Syrian Arab Armed Forces (SAAF) expanded its deployment and carried out military activities, including security operations, in UNDOF's area of operation, ostensibly to contain domestic unrest and the activities of armed elements. The continued SAAF presence and unauthorized military equipment inside the area of separation are a grave violation of the Disengagement Agreement. On at least three occasions, SAAF fire impacted across the Alpha (ceasefire) line on the Israeli-occupied Golan. The Israel Defense Forces (IDF) retaliated with fire on three occasions. Firing by SAAF and IDF forces across the ceasefire line is also in serious violation of the Agreement.
3. During a firefight between SAAF and armed members of the opposition on 25 September, UNDOF observed four mortar rounds from a SAAF position detonate across the ceasefire line on the Israeli-occupied Golan.

On 8 November, the IDF informed UNDOF that three SAAF mortar or artillery shells landed in and around the village of Alonei Habashan located on the Alpha side. Upon visiting the spot on the Alpha side, the IDF showed UNDOF an unexploded kinetic tank grenade inside the village and two fresh craters where two more shells had exploded in the vicinity. On 11 November, the IDF informed UNDOF that small gun fire and one mortar shell impacted west of the ceasefire line. UNDOF inspected the site and found a fresh crater with clearly identifiable fragments of a Syrian artillery shell. The IDF later informed UNDOF that they had fired one missile round in retaliation towards Bir Ajam inside the area of separation. On 12 November, UNDOF observed a mortar round impact approximately 70 metres from an IDF Observation Post, however east of the ceasefire line. Approximately one hour later, UNDOF observed two IDF tank rounds fired across the ceasefire line. UNDOF did not observe any casualties or damage from the IDF fire. Most recently, on 18 November, Syrian authorities reported that two SAAF soldiers were killed and two others were injured as a result of IDF fire across the ceasefire line. According to IDF sources, Israeli troops targeted a SAAF position near Bir Ajam in the area of separation with anti-tank missiles after an IDF patrol vehicle withstood damage as a result of SAAF fire. The SAAF denied that they had fired against the IDF patrol, accusing armed elements of having done so to prompt IDF retaliatory fire. UNDOF confirmed that an IDF patrol vehicle sustained six bullet impacts but was not able to identify the perpetrator of the firing against the IDF patrol. UNDOF confirmed that the IDF fired missiles across the ceasefire line in the direction of Bir Ajam. UNDOF was not able to confirm any casualties in the area where the IDF fire landed due to the security situation.

4. Throughout the reporting period, there were numerous clashes between Syrian security forces and armed members of the opposition in several villages in the area of limitation, particularly the southern and central parts. The area of separation also saw sporadic, often intense, firefights between the SAAF and armed members of the opposition largely in the central areas of Jabbata, Trunje,

Al Horaye and Ufaniyah. The most serious incidents in these areas occurred on 18 - 23 July and 25 – 26 September, when approximately 1,760 armed Syrian security forces personnel, including SAAF soldiers, entered the area of separation. At the end of October into November, the focus of military activities between SAAF and armed members of the opposition expanded to include the villages of Jasim, Baraika and Bir Ajam, and the forest to the west up to the ceasefire line. On 31 October, SAAF launched a massive offensive reportedly to neutralize up to 400 armed members of the opposition who had amassed in this part of the area of separation. On 3 November, SAAF launched a renewed ground offensive against armed members of the opposition, employing at least four main battle tanks, mortar fire and two armoured personnel carriers painted white with black lettering in the vicinity of Baraika and Bir Ajam inside the area of separation.

5. In using its best efforts to maintain the ceasefire and to see that it is scrupulously observed, as prescribed by the Agreement on Disengagement, UNDOF observed and reported instances of trans-border movements between Lebanon and Syria of unidentified armed individuals in the northern part of the area of separation. On 27 September 2012, a group of 10 persons from the direction of Arneh Valley inside the area of separation, proceeded north on foot across the border into Lebanon in the Mount Hermon area, and handed over weapons to a group of 13 masked persons in black attire. This latter group proceeded south back into the area of separation, where UNDOF observed them change into civilian clothes and apparently stash the weapons, subsequently moving east out of the area of separation.
6. On 29 September, UNDOF saw nine Syrian security forces personnel killed by 13 armed members of the opposition during an ambush inside the area of separation, in the vicinity of UN Position Hermon South in the Mount Hermon area.

7. Hundreds of local civilians, mostly women, children and elderly persons have been affected by the ongoing military activities in the area of separation. On 19 July alone, approximately 800 to 900 local civilians left Jabbata with their personal belongings for villages in the southern parts of the area of separation following a major operation involving 446 Syrian security forces, including soldiers, armed with assault rifles and machine guns. Subsequent clashes between SAAF soldiers and armed members of the opposition in Jabbata on 25 September saw approximately 250 civilians, the majority being women and their children, pitching tents near the ceasefire line in an effort to seek shelter from the firing.
8. On several occasions, wounded persons, including Syrian Arab Armed Forces personnel and members of the armed opposition, have sought medical assistance from UNDOF at United Nations positions. UNDOF has provided immediate first aid and emergency medical treatment on a humanitarian basis when feasible. UNDOF assisted the Syrian Arab Red Crescent (SARC) on several occasions to treat wounded members of the armed opposition and remove dead bodies after informing the Senior Syrian Arab Delegate (SSAD), UNDOF's main interlocutor on the Bravo side, the Liaison Officer on the Israeli-occupied Golan, and liaising with the International Committee for the Red Cross (ICRC). In addition, UNDOF has been asked to provide a number of other humanitarian services, ranging from the provision of food and water to facilitating the safe passage of civilians from villages under fire. On 5 November, 40 to 50 civilians came to United Nations Position 69 and asked UNDOF to facilitate the safe passage of nearly 1,000 civilians from the village of Baraika. Attempts by UNDOF/ United Nations Truce Supervision Organization (UNTSO) military observers to enter the village were halted after the windshield of the lead vehicle was hit by sniper fire. On 8 November, following clashes in Bir Ajam, UNDOF attempted on a strictly humanitarian basis to facilitate the movement of the Syrian Arab Red Crescent (SARC) to provide safe passage to civilians out of the village. The convoy came across a firefight between SAAF and armed members

of the opposition, at which point it turned around. Soon thereafter, the convoy was stopped by SAAF soldiers who forced SARC personnel from their vehicles. UNDOF soldiers observed SAAF soldiers pointing their guns at the SARC personnel lying on the ground. After approximately five minutes, the convoy was allowed to proceed.

9. SAAF fire in UNDOF's area of operation has at times impacted in close proximity to United Nations personnel and facilities. Between 15 and 17 October, UNDOF observed several detonations and gunfire within a three-kilometre radius of its Headquarters in Camp Faouar. On occasion, shots have been fired at UNTSO military observers carrying out activities in clearly marked United Nations vehicles in the area of limitation. The UNTSO military observers are operationally integrated in UNDOF as Observer Group Golan (OGG) and under the operational control of the UNDOF Force Commander. There also have been instances when SAAF soldiers pointed their guns in a threatening manner towards UNDOF personnel, including on 25 September when four SAAF soldiers at a checkpoint pointed their rifles at the vehicle of the UNDOF Force Commander. Most recently, on 21 November, two OGG military observers were detained and threatened at gunpoint by SAAF soldiers during a planned inspection of a Syrian position in the area of limitation on the Bravo side. Of particular concern was the SAAF use in early November of two white armoured personnel carriers that could have been mistaken for United Nations vehicles in the vicinity of Bir Ajam inside the area of separation (see para 4). After a strong protest from UNDOF, and from my Assistant Secretary-General for Peacekeeping Operations during a meeting with the Minister of Defense of the Syrian Arab Republic, two tanks and the white armoured personnel carriers were withdrawn from the area of separation. Tank and mortar rounds impacted within 50 metres of United Nations Positions 68 and 69. Facilities of both positions were hit by small arms bullets.

10. Since Syrian security operations started inside the area of separation, checkpoints inside the area of separation, manned by Syrian security forces and SAAF personnel, have been established on a permanent basis. SAAF soldiers also maintained checkpoints at the eastern entrances to the area of separation, to control and restrict traffic. In recent weeks, firing from inside and outside the area of separation by artillery, mortars, main battle tanks, machine guns and anti-aircraft guns towards Jabata, Trunje, Ufaniyah, Al Horaye, Bir Ajam, Braika and/or Jasim has been occurring on a daily basis. The SSAD, as well as armed members of the opposition have advised UNDOF several times that all United Nations personnel should avoid the above mentioned areas because of security reasons.
11. The UNDOF Force Commander has done his utmost to stress to Syrian authorities that the SAAF military operations in the area of separation are a breach of the Disengagement Agreement. On each occasion, UNDOF has protested the entry of SAAF soldiers and the shooting into and inside the area of separation. When SAAF has nevertheless proceeded with the operations, the UNDOF Force Commander continued to remind the Syrian authorities of their obligation to halt the SAAF activities in the area of separation, cease firing from the area of limitation and abide by the terms of the Disengagement Agreement. The UNDOF Force Commander emphasized to Syrian authorities that firing across the ceasefire line is a violation of the Disengagement Agreement.
12. The UNDOF Force Commander also has maintained close liaison with the IDF on security developments in the area of separation, and urged maximum restraint, also emphasizing that firing across the ceasefire line is a violation of the Disengagement Agreement. During the Syrian security operations, the IDF reinforced its troops along the technical fence as a precautionary measure. UNDOF maintained close liaison with the IDF and SSAD throughout.

13. In other incidents, on 29 August, one small civilian plane breached the ceasefire line from the Alpha side and momentarily flew over the town of Quneitra. On 3 October, 13 IDF soldiers crossed the ceasefire line after observing several armed civilians in the area of separation. UNDOF protested both incidents to the IDF as violations of the Disengagement Agreement.

14. Within this increasingly challenging operational environment, UNDOF supervised the area of separation through manning fixed positions and patrols to ensure that military forces of either party were excluded from it. UNDOF also carried out fortnightly inspections of equipment and force levels in the areas of limitation. Liaison Officers from the Alpha side accompanied OGG inspection teams. On the Bravo side, Syrian authorities ceased the practice of providing Liaison Officers to accompany OGG inspection teams following the abduction on 30 July of a Syrian Liaison Officer accompanying the OGG military observers by unknown armed persons in the area of limitation. As in the past, both sides denied inspection teams access to some of their positions and imposed restrictions on the Force's freedom of movement. Beyond such routine and temporary restrictions, OGG continued to encounter restrictions of movement in the southern and central parts of the area of limitation on the Bravo side, where both SAAF and armed members of the opposition have interfered with the conduct of OGG patrols. Syrian authorities denied access, largely in the vicinities of As Sharajah, Harra, Jaseem, Kanakir, Namir, Nawa, and Tasil, ostensibly for reasons of safety and security of the military observers.

15. UNDOF adopted a number of necessary security measures to ensure the safety and security of its personnel. Mitigation measures have included, inter alia, limiting movements and using alternative routes, limiting mobile operations when warranted, imposing a two person per car vehicle movement code and using armoured vehicles in the sensitive areas. UNDOF also has enhanced its patrolling along the ceasefire line with the Force Headquarters Company. An UNDOF platoon at Camp Ziouani has been put on standby, ready to reinforce

United Nations Position 60 on the Bravo side, where an alternative battalion command post has been established on a permanent basis. Additionally, a third platoon for the Force Headquarters Company was created by pooling manpower with effect from 19 October.

16. UNDOF continued to adapt its operational posture to the ongoing IDF training activities and new military construction in the area of limitation on the Alpha side and Syrian civilian development growth in proximity to the ceasefire line in the area of separation. New defensive positions were constructed in the areas of limitation on the Alpha and Bravo sides. The IDF enhanced the technical fence and established physical obstacles along the technical fence to prevent crossings from the area of separation. Both sides maintained existing defensive positions in the respective areas of limitation. Israeli national customs officials continued to operate periodically at the IDF post at the UNDOF crossing gate between the Israeli-occupied Golan and the Syrian Arab Republic.

17. The Force continued to assist the ICRC with the passage of civilians through the area of separation. During the past six months, UNDOF assisted in the crossing of 137 students, one bride and seven humanitarian crossings. UNDOF, together with the ICRC, facilitated the release of four Syrian civilians who were apprehended and detained by the IDF on the Alpha side after allegedly crossing the ceasefire line. UNDOF provided medical treatment to 245 civilians, in addition to the immediate first aid and emergency medical treatment provided on a strictly humanitarian basis (see para 8).

18. In the area of operation, especially in the vicinity of the ceasefire line in the area of separation, mines continued to pose a threat to UNDOF personnel and local inhabitants. Owing to the long-term presence of the mines and the deterioration of their detonation systems, the threat has enhanced. With improved mine clearing and detection capacity, UNDOF continued to carry out operational mine clearance.

19. As mentioned above, the UNDOF Force Commander and his staff maintained close contact with the military authorities of Israel and of the Syrian Arab Republic.
20. In view of the population growth and multiple construction developments in the area of separation and area of limitation, the expansion of agricultural and cattle grazing areas, and an overall increase in civilian activities, UNDOF continued its efforts as a matter of course to liaise with local authorities and civilians to explain the Mission's mandate and activities. This was also important in light of the security situation in UNDOF's area of operation and in an effort to ensure the safety and security of United Nations personnel on the ground. However, UNDOF's Civil Affairs capacity, composed of a Civil Affairs Officer and the OGG, was restricted due to a lack of cooperation from Syrian authorities in facilitating contact with the local authorities and the civilian population on the Bravo side.
21. As at 20 November, UNDOF comprised 1,036 troops from Austria (377), Philippines (340), India (192), Croatia (95) and Japan (31). A total of 15 personnel are employed by Japan as a national support element. Three military personnel from Canada left UNDOF on 6 September 2012 at the instruction of their Government. In addition, 77 military observers from UNTSO assisted the Force in carrying out its tasks.
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22. In view of the security situation, UNDOF enhanced efforts to ensure the necessary strategic reserve and the Force's self-sustainment capability. UNDOF continued to implement the rehabilitation program to maintain and upgrade its equipment and infrastructure in an effort to maintain UNDOF's operational and security capacity. New long-range observation equipment, night vision devices, and armoured vehicles were procured and deployed, with a view toward enhancing force protection, and specialized training was provided where

necessary. In addition, new offices have been constructed at UNDOF Headquarters and the rehabilitation programme is ongoing in UNDOF's logistics base Camp Ziouani.

23. During the reporting period, UNDOF remained up-to-date with its contingency planning for various scenarios relating to its operational environment. UNDOF continued to make adequate preparations for the short- and medium-terms, consistent with United Nations Headquarters policies pertaining to the safety and security of United Nations personnel and assets. The Mission continually reviewed its military security and related contingency planning to include possible scenarios related to increased threats due to the domestic instability in Syria. Due to the security situation, UNDOF international staff and members of OGG were relocated to Camp Faouar and the Alpha side from Damascus. Should the situation deteriorate and result in conditions under which it is no longer feasible for UNDOF to use the airport in Damascus, my representatives have informed Syrian authorities that it would be necessary for UNDOF to use alternative ports of entry/departure for the Mission's personnel, including staff officers and contingent members.

III. Financial aspects

24. By its resolution 66/276 of 18 July 2012, the General Assembly appropriated the amount of \$46.0 million for the maintenance of the Force for the period from 1 July 2012 to 30 June 2013. Therefore, should the Security Council approve my recommendation set out in paragraph 32 below with respect to the extension of the mandate of UNDOF, the cost for the maintenance of the Force during the extension period will be limited to resources approved by the General Assembly.
25. As at 16 November 2012, unpaid assessed contributions to the UNDOF Special Account amounted to \$15.9 million. Total outstanding assessed contributions for all peacekeeping operations at the same date amounted to \$1,692.2 million.

26. As at 16 November 2012, amounts owed to contributors for troop costs totaled \$1.1 million. Reimbursements for troop costs and for equipment and self-sustainment have been made for the period up to 30 September 2012 and 30 June 2012, respectively, in accordance with the quarterly payment schedule.

IV. Implementation of Security Council resolution 338 (1973)

27. The Security Council, when deciding in its resolution 2052 (2012) to renew the mandate of UNDOF for a further period of six months, until 31 December 2012, also called upon the parties concerned to implement immediately its resolution 338 (1973), and requested me to submit, at the end of the period, a report on developments in the situation and the measures taken to implement that resolution. The search for a peaceful settlement in the Middle East, in particular the efforts undertaken at various levels to implement resolution 338 (1973), was dealt with in my report on the situation in the Middle East (A/67/342) submitted pursuant to General Assembly resolutions 66/18, entitled “Jerusalem”, and 66/19, entitled “The Syrian Golan”.

28. Since the discontinuation of indirect peace talks in December 2008, there have been no negotiations between the parties, and the Syrian crisis currently further complicates efforts towards Israeli-Syrian peace. I look forward to a peaceful resolution of the crisis and the resumption of efforts towards a comprehensive, just and durable peace settlement, as called for by the Security Council in its resolution 338 (1973) and other relevant Security Council resolutions.

V. Observations

29. I am deeply concerned about the evolution of the conflict in Syria, its impact on the Syrian population and its potential implications for the entire region. It is affecting UNDOF’s area of operation significantly. The presence of SAAF and unauthorized military equipment in the area of separation is a grave violation of the 1974 Agreement on Disengagement between Israeli and Syrian forces. The

military operations carried out by the Syrian Arab Armed Forces have affected adversely the efforts of UNDOF to effectively carry out the mandated tasks. I call on Syrian authorities to cease these activities in UNDOF's area of operation.

30. Recent incidents across the ceasefire line have shown the potential for escalation of tensions between Israel and the Syrian Arab Republic, and jeopardize the ceasefire between the two countries and the stability of the region. Indeed, all military activities in the area of separation pose a risk to the long-held ceasefire and to the local civilian population, as well as United Nations personnel on the ground. I am concerned that the presence of armed members of the opposition and the ongoing military activities of the Syrian security forces have the potential to ignite a larger conflict between Israel and the Syrian Arab Republic with grave consequences. There should be no military activity of any kind in the area of separation.

31. The prevailing situation in Syria does not absolve the Syrian Government of its responsibilities under international law, including the protection of civilian persons. The primary responsibility for the safety and security of United Nations personnel in the area of separation and the area of limitation on the Bravo side also rests with the Syrian Government. It is imperative that respect for UNDOF's privileges and immunities and its freedom of movement is ensured.

32. The commitment to the Disengagement Agreement must be upheld by both parties. I call on the Syrian Arab Republic and Israel to fulfil their obligations under the Disengagement Agreement and halt firing of any kind across the ceasefire line. I trust that both sides will take all necessary measures to protect civilians and to ensure respect for UNDOF's safety and security as well as its freedom of movement throughout its area of operations.

33. Under the prevailing circumstances, I consider the continued presence of UNDOF in the area to be essential. I therefore recommend that the Security

Council extend the mandate of the Force for a further period of six months, until 30 June 2013. The Government of the Syrian Arab Republic has given its assent to the proposed extension. The Government of Israel also has expressed its agreement.

34. In conclusion, I wish to express my appreciation to Major General Iqbal Singh Singha and the military and civilian personnel serving with UNDOF and UNTSO. They have performed with efficiency and commitment the important tasks assigned to them by the Security Council. I also would like to express my appreciation to Major General Ecarma for his exemplary leadership and dedicated service in UNDOF over two years. I have full confidence that UNDOF will continue to carry out its mission effectively under the leadership of General Singha. I take this opportunity to express my appreciation to the Governments contributing troops to UNDOF and to those which provide the UNTSO military observers assigned to the Force.