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	L-03	ADS-00	NEA-01	NSAE-00	OIC-02	OIG-04	OMB-01
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	SS-00	TRSE-00	T-00	USIE-00	SA-01	CORE-00	SNIS-00
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O 142331Z JUN 93
FM USMISSION USUN NEW YORK
TO AMEMBASSY PARIS IMMEDIATE
SECSTATE WASHDC IMMEDIATE 7408
INFO AMEMBASSY KIGALI IMMEDIATE
AMEMBASSY DAR ES SALAAM PRIORITY
AMEMBASSY KAMPALA PRIORITY
AMEMBASSY BUJUMBURA
SECDEF WASHDC
USCINCEUR VAIHINGEN GE
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AMEMBASSY BRUSSELS
AMEMBASSY ADDIS ABABA
WHITEHOUSE WASHDC
JOINT STAFF WASHDC

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STATE FOR IO/UNP, AF/C AND AF/RA;
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WHITEHOUSE PASS TO NSC;
JOINT STAFF FOR CHAIRMAN, DIR JS, J5

E.O.12356: DECL:6/04/98
TAGS: MARR, PREL, MOPS, UN, RW, UG
SUBJECT: US/FRENCH MEETING ON RWANDAN BORDER FORCE

1. CONFIDENTIAL - ENTIRE TEXT.
2. SUMMARY: A TWO-HOUR MEETING IN NEW YORK JUNE 11 BETWEEN DELEGATIONS FROM PARIS AND WASHINGTON CLEARED UP

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MUCH OF THE CONFUSION AND CONTROVERSY OVER THE MANDATE OF A UN OBSERVER FORCE ON THE UGANDA/RWANDA BORDER. THE MANDATE WILL BE TO OBSERVE THE RWANDA/UGANDA BORDER AND VERIFY WHETHER WEAPONS AND AMMUNITION ARE CROSSING ALONG ROADS AND TRACKS THAT CAN ACCOMMODATE VEHICLES. MOBILE PATROLS WILL BE DEPLOYED ONLY IF THE FORCE COMMANDER DEEMS THEM SAFE, AND THEY WILL NOT ATTEMPT TO STOP TRUCKS FOR INSPECTION. HELICOPTERS WILL BE USED PRIMARILY FOR MEDEVACS, RESUPPLY AND LOGISTICS SUPPORT. A MEMORANDUM OF UNDERSTANDING AND STATUS OF FORCES AGREEMENT WITH THE UGANDANS SPELLING OUT THEIR COOPERATIVE ROLE MUST BE IN PLACE PRIOR TO DEPLOYMENT OF THE UN FORCE. USUN AND FMUN POLOFFS WILL JOINTLY CONVEY THE CONCLUSIONS AND CONCERNS EXPRESSED IN THE MEETING TO APPROPRIATE UN PEACEKEEPING AND MILITARY OFFICIALS EARLY NEXT WEEK. END SUMMARY.

3. THE U.S. AND FRANCE SENT DELEGATIONS FROM THEIR RESPECTIVE CAPITALS TO NEW YORK TO HAMMER OUT AN UNDERSTANDING ON THE NATURE OF THE PROPOSED OBSERVER

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FORCE ON THE RWANDA/UGANDA BORDER. U.S. PARTICIPANTS WERE AF/C OFFICE DIRECTOR AMB. BOB PRINGLE, DOD/OSD/ISA LT. COL. MIKE HARVIN, JCS MAJOR PHIL DAVIS, IO/UNP DEPUTY OFFICE DIRECTOR FOR PEACEKEEPING BOB LOFTIS, AF/RA POLMIL ADVISER LT. COL. TONY MARLEY, RWANDA DESKOFF FULLER, USUN MILAD MAJ. NAUGHTON, AND USUN POLOFF SHESTACK (NOTETAKER). FRENCH PARTICIPANTS WERE FOREIGN MINISTRY DEPUTY CHIEF OF DEPARTMENT FOR AFRICA CATHERINE BOIVINEAU, MILITARY STAFF COL. DELORT, EMBASSY MILATT BRIG GEN FAUPIN, FORMIN OFFICE OF UN AFFAIRS ADVISER CLAIRE LIGNIERES, FMUN COUNSELOR SYLVIE BERMAN, AND FMUN DEPPERMPREP LADSOUS (BRIEFLY).

4. MUCH OF THE DISCUSSION CENTERED AROUND THE MANDATE OF THE OBSERVER GROUP, WITH THE FRENCH ARGUING THAT THEY SHOULD HAVE SOME LIMITED ABILITY TO "ASK" VEHICLES TO STOP FOR INSPECTION EVEN WHEN NO UGANDAN AUTHORITIES WERE PRESENT. THE U.S. SIDE NOTED THAT THIS WOULD GIVE THE UN RESPONSIBILITY FOR POLICING THE BORDER WITHOUT THE AUTHORITY OR MEANS TO DO SO. AND IN ANY EVENT, THE UN SHOULD NOT ACCEPT SUCH A DELEGATION OF RESPONSIBILITY FROM THE UGANDANS. BY THE END OF THE DISCUSSION, THE FRENCH AGREED THAT THE MANDATE OF THE OBSERVERS WOULD BE TO OBSERVE THE RWANDA/UGANDA BORDER AND VERIFY WHETHER

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WEAPONS AND AMMUNITION ARE CROSSING ALONG ROADS AND TRACKS THAT CAN ACCOMMODATE VEHICLES.

5. THREE OTHER MAJOR AREAS OF CONTENTION WERE ADDRESSED: FOOT PATROLS, HELICOPTER PATROLS, AND THE ROLE OF THE UGANDANS. ON ALL THREE POINTS, THE FRENCH EVENTUALLY CAME AROUND TO THE USG POINT OF VIEW. AFTER
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MUCH DISCUSSION, THE FRENCH BACKED OFF INSISTING ON HAVING SYSTEMATIC FOOT AND HELICOPTER PATROLS, LEAVING SUCH PATROLS UP TO THE DISCRETION OF THE FORCE COMMANDER. THEY MORE READILY AGREED THAT THE EXTENT OF THE ROLE OF THE UGANDANS IN STOPPING AND SEARCHING VEHICLES SHOULD BE NAILED DOWN PRIOR TO DEPLOYMENT OF ANY UN OBSERVERS IN A MEMORANDUM OF UNDERSTANDING (MOU). THEY AGREED WITH US THAT A STATUS OF FORCES AGREEMENT (SOFA) MUST ALSO BE NEGOTIATED PRIOR TO DEPLOYMENT OF THE OBSERVERS. BOTH SIDES AGREED THAT A READ-OUT OF THE MEETING
, AND CLARIFICATION OF THE FRENCH AND U.S. PERCEPTION OF HOW THE UN SHOULD CARRY OUT THE MISSION, WOULD BE JOINTLY CONVEYED TO UN U/SYG KOFI ANNAN'S AND UN MILAD GEN. BARIL'S OFFICES BY USUN AND FMUN POLOFFS WHO ATTENDED THE MEETING, ACCOMPANIED BY MILADS FROM BOTH MISSIONS.

FOOT PATROLS

6. COL. DELORT CLARIFIED THAT THE FRENCH DID NOT HAVE IN MIND JUNGLE COMBAT FOOT PATROLS, BUT RATHER VEHICLE

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WHITEHOUSE PASS TO NSC;
 JOINT STAFF FOR CHAIRMAN, DIR JS, J5

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PATROLS TO CHECK FOR UNUSUAL MOVEMENT ALONG ROADS AND
 TRACKS ("PISTES") THAT CAN ACCOMMODATE VEHICLES. (FYI,
 MANY OF THESE "PISTES" WILL BE IMPASSABLE IN THE RAINY
 SEASON BY ANY VEHICLES.) THE OBSERVERS WOULD
 OCCASIONALLY GET OUT OF THEIR VEHICLES, WALK A FEW

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HUNDRED METERS, AND LOOK AROUND WHEN THEY CAME TO A SPOT WHERE THEY COULD HAVE A PANORAMIC VIEW. PATROLS WOULD ALWAYS CONSIST OF TWO VEHICLES. THE U.S. POINTED OUT THAT EVEN IF THE OBSERVERS SPOTTED TRUCKS, THEY WOULD HAVE NO WAY OF KNOWING WHETHER OR NOT THEY CONTAINED WEAPONS WITHOUT STOPPING THE TRUCKS AND INSPECTING THEM. WE LAID OUT OUR CONCERNS THAT THESE OBSERVERS NOT BE CALLED UPON TO CROSS THE LINE INTO UNDERTAKING POLICE ACTIONS, AND ALSO THAT THEY WOULD BE AT RISK OF ATTACK BY DRUG SMUGGLERS AND THIEVES. MOREOVER, ANYONE COULD ATTACK THE UN OBSERVERS AND THEN BLAME THE RPF. WE ARGUED THAT UN PATROLS SHOULD ALWAYS BE ACCOMPANIED BY UGANDAN SOLDIERS, WHO WOULD DO THE ACTUAL INTERDICTION OF VEHICLES.

7. ALL AGREED THAT THE SECURITY OF THE OBSERVERS WAS THE RESPONSIBILITY OF THE UGANDANS. HOWEVER, THE FRENCH WOULD NOT ENDORSE HAVING ALL MOBILE PATROLS ACCOMPANIED BY UGANDANS, SINCE THEY FEARED ADVANCE WORD OF THE

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"RANDOM" PATROLS WOULD LEAK TO THE RPF AND IT WAS NOT THE PRACTICE OF THE UN TO UNDERTAKE JOINT MISSIONS. THEY CONCURRED THAT THE FORCE COMMANDER SHOULD USE HIS DISCRETION TO NOT PUT HIS MEN IN DANGER. IF HE DEEMED IT SAFE HE COULD SEND OUT PATROLS ALONG SOME OF THE "PISTES" FROM TIME TO TIME. IF THEY NOTICED UNUSUAL TRAFFIC, THEN THE UN COULD ORGANIZE A CHECKPOINT WITH THE UGANDANS.

UGANDAN ROLE

8. EVENTUAL AGREEMENT WAS REACHED THAT A MEMORANDUM OF UNDERSTANDING (MOU) AND A STATUS OF FORCES AGREEMENT (SOFA) BOTH HAD TO BE WORKED OUT WITH THE UGANDANS BEFORE ANY UN OBSERVERS WOULD BE DEPLOYED. THE MOU WOULD SPELL OUT THE EXTENT AND TERMS OF UGANDAN COOPERATION WITH THE UN. THE FRENCH INITIALLY TOOK THE POSITION THAT THE UGANDANS HAD "CONCEDED" TO THE UN THE RIGHT TO INSPECT VEHICLES. WE ARGUED THAT THE USUAL UGANDAN CUSTOMS OR POLICE OFFICIALS SHOULD STOP AND INSPECT VEHICLES, WITH THE UN OBSERVERS PEERING OVER THEIR SHOULDERS WHEN NECESSARY. IN THE CASE OF A TRUCK REFUSING TO STOP, NO CONCLUSIONS COULD BE DRAWN REGARDING ITS POSSIBLE CARGO. THE MANDATE OF THE UN MILITARY OBSERVER GROUP WOULD BE TO MONITOR THE

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RWANDA/UGANDA BORDER AND VERIFY WHETHER LETHAL WEAPONS AND AMMUNITION WERE CROSSING ALONG ROADS AND TRACKS THAT COULD ACCOMMODATE VEHICLES. NO ATTEMPT WOULD BE MADE TO KEEP TRACK OF ARMS THAT WERE PORTERED THROUGH JUNGLE PATHS.

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9. THE TWO SIDES AGREED THAT THE UGANDANS NEEDED TO COOPERATE AND SUPPORT THE MISSION IN ORDER FOR IT TO WORK. THE UN SECRETARIAT SHOULD NEGOTIATE AN MOU WITH THE UGANDAN AUTHORITIES, AS WELL AS A SOFA. IF THE UGANDANS WERE SINCERE, SUCH AGREEMENTS COULD BE WORKED OUT IN A MATTER OF DAYS. THE U.S. INSISTED THAT THE AGREEMENTS BE CONCLUDED BEFORE ANY OBSERVERS WERE DEPLOYED, IN ORDER TO AVOID THE ROADBLOCKS ENCOUNTERED IN MOZAMBIQUE AND ELSEWHERE. THE FRENCH AGREED.

HELICOPTERS

10. THE FRENCH MAINTAINED THAT HELICOPTERS WERE VITAL FOR MEDICAL EVACUATION (IF NECESSARY), LOGISTICS AND COMMAND, AND TRANSPORTATION OF SUPPLIES AND EQUIPMENT. THE U.S. AGREED HELICOPTERS WERE WARRANTED FOR THESE FUNCTIONS. REGARDING SURVEILLANCE, THE U.S. POINTED OUT THAT SEEING A TRUCK FROM THE SKY WOULD NOT HELP IDENTIFY ITS CONTENTS. THE FRENCH REPLIED THAT THE UGANDANS COULD BE CALLED IN TO STOP AND INSPECT TRUCKS IF AN UNUSUAL NUMBER OF THEM WERE SPOTTED. EVENTUAL

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CONCURRENCE WAS REACHED THAT TASKS BEYOND THOSE
 MENTIONED ABOVE, SUCH AS NIGHT FLIGHTS, SURVEILLANCE
 MISSIONS, ETC., MIGHT BE UNDERTAKEN FROM TIME TO TIME
 AT THE DISCRETION OF THE FORCE COMMANDER, BUT WOULD NOT
 BE SPECIFICALLY AUTHORIZED BY THE SECURITY COUNCIL.
 WHILE FLYING RESUPPLY AND MEDEVAC MISSIONS, THE

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HELICOPTERS WOULD NOT ONLY BE ABLE TO TAKE NOTE OF UNUSUAL TRAFFIC, BUT WOULD ALSO PROVIDE A PSYCHOLOGICAL DETERRENT TO THE PEOPLE ON THE GROUND WHO WOULD NOT KNOW THE EXACT NATURE AND CAPABILITIES OF THE HELICOPTER MISSIONS.

UNSC RESOLUTION

11. IT WAS AGREED THAT THE TWO MISSIONS IN NEW YORK WOULD WORK ON LANGUAGE FOR A UNSC RESOLUTION ALONG THE FOLLOWING LINES: THE SC WOULD NOTE OR WELCOME, RATHER THAN APPROVE, THE SYG'S REPORT, IF PRECEDENT FOR SUCH LANGUAGE COULD BE FOUND. (COMMENT: USUN IS LOOKING INTO PRECEDENTS IN SOMALIA, MOZAMBIQUE, WESTERN SAHARA AND ANGOLA RESOLUTIONS. END COMMENT.) PROGRESS REPORTS WOULD BE MADE BY THE SYG EVERY 6 MONTHS. WE WILL REQUEST THE SYG TO CONCLUDE A SOFA AND MOU WITH THE GOU BEFORE THE ARRIVAL OF THE UNOMUR OBSERVERS. THE OBSERVERS

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WOULD BE DISPATCHED WITHIN 15 DAYS OF CONCLUDING AGREEMENTS WITH THE UGANDANS. WE WILL REQUEST THE SYG TO REPORT TO THE SECURITY COUNCIL ON IMPLEMENTATION OF THE FORCE WITHIN 60 DAYS OF DEPLOYMENT OF THE OBSERVERS. THE MISSION WOULD TERMINATE NO LATER THAN 6 MONTHS AFTER ELECTIONS WERE HELD IN RWANDA. THE UN WOULD BE CALLED ON TO BEGIN CONTINGENCY PLANNING, WITHOUT COMMITTING THE UN IN ADVANCE, FOR A POTENTIAL PEACEKEEPING FORCE TO MONITOR THE ARUSHA PEACE AGREEMENT, AND TO DETAIL TO THE OAU A UN LOGISTICS EXPERT TO EXPEDITE DEPLOYMENT OF THE OAU NMOG.

12. COMMENT: IN ORDER TO PREVENT FURTHER MIXED SIGNALS, THE FRENCH AND U.S. MISSIONS WILL SEEK A JOINT MEETING WITH THE UN SECRETARIAT AS SOON AS POSSIBLE TO CONVEY THE THINKING OF THE US AND FRENCH DELEGATIONS ON THE UN OBSERVER GROUP. AT THAT TIME WE WILL BE SURE THE U.S. CONCERNS ARE CONVEYED AND THAT THE AGREED CONCEPTS ARE RELAYED TO THE SECRETARIAT FOR USE IN PLANNING THE OPERATION. MUCH OF THE DECISIONS OF WHETHER TO OPERATE CLOSER TO FRENCH OR U.S. CONCEPTS WILL BE LEFT UP TO THE FORCE COMMANDER. WE SHOULD BE SURE TO SEEK A MEETING WITH THE EVENTUAL FORCE COMMANDER BEFORE HE GOES INTO THE FIELD TO REINFORCE OUR CONCERNS. END COMMENT.

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