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FROM: WASHINGTON	C02854/WSH	09-May-1994
TO: WELLINGTON WGTN UNSC	NEW YORK	Priority Priority
CC: BEIJING BRUSSELS GENEVA LONDON MOSCOW PARIS	BONN CANBERRA HARARE MADRID OTTAWA TOKYO	Routine Routine Routine Routine Routine Routine
TO: Defence		Priority
MFAT	(MEA, UNC, ISAC, HRU, LGL, EUR, AMER, DP3) (DSP1, EAB)	
P/S MFA DEFENCE HQNZDF DEFENCE MOD	(DSIA, OPS, DDI) (GENTLES)	

Subject

U04178: SECURITY COUNCIL: RWANDA

New York's C04428. Bonn's C01463.

Summary

2 US is moving towards support for a DR on Rwanda employing "Chapter VI plus" - i.e. authorisation to use force in protection of UN personnel and humanitarian relief operations. The US is concerned that the mandate must be acceptable to the parties, and is working its way through the logistical difficulties of an expanded relief effort.

Action

3 For information.

Report

4 We met on 9 May with Ambassador Robert Flatten (US Ambassador in Rwanda until November 1993, now Special Assistant in State's Office of Central African Affairs) and also spoke to IO (Zelle) about the DRs on Rwanda currently under discussion in NY.

Situation Report

5 Flatten opened by running over the latest reports from

Kigali, most of which will be familiar to you. He made the point that the RPF had resumed a determined offensive against the Airport (and as you know one UN flight was turned back to Nairobi). The earlier "lull" around Kigali had reflected RPF concentration around Ruhengeri (45 m N). The RPF is also driving on Bugesera and Kuzenze (15 m SE). Flatten commented that Gen Dallaire, with whom he was in frequent telephone contact, had spent most of the weekend in ceasefire negotiations with the two sides. While both were saying publicly that they wanted one, neither was prepared to pay any price at all to get one - both wanted "ironclad guarantees" that it would work to their advantage. Dallaire's impression had been that the parties were "not serious" in their negotiations.

6 Flatten added that recent media reports that the killing in Kigali had been systematic and well planned in advance by Hutu elements appeared to be accurate. (Copies by bag to Wgtn, Bonn's para 7 also refers.) The rapidity of the response to the Presidential assassination, the cordoning off of the city, and the systematic decimation of Tutsi neighbourhoods (with lists of wealthy Tutsi's now "all dead"), all indicated a carefully planned attack. What the US did not know was whether this was a contingency plan ignited by the assassination, or whether the President's aircraft had been shot down by radical Hutus looking for a bloodletting. There was probably know way we would ever know, he commented.

US Policy

7 Flatten commented (pse protect) that the NZ DR was "a good one" and that he hoped US policy would come out very close to it. The US was coming towards general agreement that UNAMIR needed the authority to use force in defense of its own personnel and those of UN-supported relief efforts. However the emerging US position (supported, Flatten said, by Dallaire himself) was that this could be achieved through an augmented "Chapter VI plus" mandate. Crucially, whatever was agreed would have to be acceptable to both parties in Rwanda. The US was "not going to authorise one soldier to fight his way in". The RPF would not accept a Chapter VII mandate, he thought.

8 These comments were backed up separately by IO. Zelle commented that the US "would not support a massive expansion" of UNAMIR designed to "pacify" the country. But it was actively looking a "more restrictive options".

9 Flatten noted that senior US officials were meeting this afternoon to look at the logistics of an expanded relief operation into Rwanda. Supply lines from Uganda, Tanzania and Burundi were being examined.

10 Comment: There continues to be extensive media coverage here about the Rwanda issue. The Washington Post on 8 May reported officials as saying that the Administration was doubling US aid (to \$15 million), sending Assistant Secretary

of State for Human Rights Shattuck and Amb Rawson to Rwanda to try to negotiate a ceasefire, and was going to press further for an international arms embargo (which they concede will make little practical difference). The tenor of the reported remarks has, over the last few days, been somewhat more sanguine to the possibility of concrete action to alleviate the situation than Administration comment of a week or so ago. We expect US policy to develop further over the course of this week.

End Message