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| TO: DALLAIRE<br>UNAMIR, KIGALI                            | FROM: ANNAN, UNATIONS,<br>NEW YORK |
| DATE: 21 June 1994  | Fax No. (212) 963-9222             |
| SUBJECT: S/RES/928 (1994) and S/1994/728                  |                                    |
| TOTAL NUMBER OF TRANSMITTED PAGES INCLUDING THIS PAGE: 14 |                                    |

... Please find attached copies in English and French of  
(Security Council resolution S/RES/928 (1994) of 20 June 1994, and  
of a letter from the Secretary-General to the President of the  
Security Council dated 19 June 1994 (S/1994/728). Additional  
copies are being pouched. Regards.

**BY FACSIMILE**

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OUTGOING CODE CABLE

IMMEDIATE

TO: DALLAIRE, UNAMIR, KIGALI  
 FROM: ANNAN, UNATIONS, NEW YORK  
 DATE: 20 June 1994  
 NUMBER: UNAMIR: 2001

SUBJECT: Resolution on UNOMUR

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... 1. Please find attached copy of resolution 928 (1994) on UNOMUR which was adopted unanimously today by the Security Council. A copy of the draft resolution, which was discussed during informal consultations before the formal meeting of the Council, is also attached for your information.

2. You will notice that preambular paragraph 5 of the draft resolution regarding cross border traffic from Uganda into Rwanda was dropped. This decision was taken after the representative of the United States pointed out that it should not be retained since her Government had reasons to believe that assistance was being provided across the border.

3. The representative of France expressed the view that the decision to terminate UNOMUR's mandate should not be taken now but only in September, in the light of the situation on the ground at that time. He pointed out, however, that he would not insist on this, if other members of the Council considered that the decision to terminate the mandate of UNOMUR should be taken now. The representatives of the United States and the United Kingdom stressed that it should be clear that the mandate of UNOMUR was being extended for a final period of three months. They agreed, however, to introduce some flexibility in operative paragraph 3 of the resolution by requesting the Secretary-General to report on the situation "before" the expiration of UNOMUR's mandate. Regards.

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S/RES/928 (1994)  
20 June 1994

RESOLUTION 928 (1994)

Adopted by the Security Council at its 3391st meeting,  
on 20 June 1994

The Security Council,

Reaffirming its resolutions 812 (1993) of 12 March 1993, 846 (1993) of 22 June 1993 and 891 (1993) of 20 December 1993,

Recalling its resolution 872 (1993) of 5 October 1993 establishing the United Nations Assistance Mission for Rwanda (UNAMIR), as well as its resolutions 893 (1994) of 6 January 1994, 909 (1994) of 5 April 1994, 912 (1994) of 21 April 1994, 918 (1994) of 17 May 1994 and 925 (1994) of 8 June 1994,

Having examined the Secretary-General's report (S/1994/715) on the United Nations Observer Mission for Uganda-Rwanda (UNOMUR) dated 16 June 1994,

Welcoming the extension, as of 14 May 1994, of UNOMUR's observation and monitoring activities to the entire Uganda/Rwanda border,

Stressing the need for the observance and strict monitoring of the general and complete embargo of all deliveries of weapons and military equipment to Rwanda, as described in paragraph 13 of its resolution 918 (1994),

Considering that the issue of arms flows is one of the major areas of concern in the cease-fire talks currently being held between the Rwandese parties under the auspices of UNAMIR,

1. Welcomes the Secretary-General's report (S/1994/715);
2. Decides to extend the mandate of UNOMUR for a final period of three months until 21 September 1994 and agrees that during this period the number of military observers should be reduced by phases;
3. Requests the Secretary-General to report to the Council <sup>on</sup> ~~before~~ the termination of UNOMUR ~~following~~ <sup>before</sup> the completion of its mandate;
4. Expresses appreciation to the Government of Uganda for the cooperation and support it has extended to UNOMUR;
5. Stresses the importance of continued cooperation between the Ugandan authorities and UNOMUR;
6. Decides to remain actively seized of the matter.

The Security Council

Reaffirming its resolutions 812 (1993) of 12 March 1993, 846 (1993) of 22 June 1993 and 891 of 20 December 1993,

2. Recalling its resolution 872 (1993) of 5 October 1993 establishing the United Nations Assistance Mission for Rwanda (UNAMIR), as well as resolution 893 (1994) of 6 January 1994, resolution 909 (1994) of 5 April 1994, resolution 912 (1994) of 21 April 1994, resolution 918 (1994) of 17 May 1994 and resolution 925 (1994) of 8 June 1994,

3. Having examined the Secretary-General's report (S/1994/715) on the United Nations Observer Mission for Uganda-Rwanda (UNOMUR) dated 16 June,

Welcoming the extension, as of 14 May 1994, of UNOMUR's observation and monitoring activities to the entire Uganda/Rwanda border,

Noting that despite the resumption of hostilities in Rwanda after 6 April 1994, the situation of cross border traffic from Uganda into Rwanda does not appear to have changed and that no movement of armaments or armed personnel has been detected by UNOMUR,

4. Considering that the issue of arms flows is one of the major areas of concern in the ceasefire talks currently being held between the Rwandese parties under the auspices of UNAMIR,

5. Endorsing the Secretary-General's view that UNOMUR should continue its monitoring activities until an effective ceasefire has been established in Rwanda,

1. Approves the Secretary-General's report (S/1994/715);
2. Decides to extend the mandate of UNOMUR for a final period of three months as envisaged in para 14 of the Secretary-General's report;
3. Requests the Secretary-General to report to the Council on the withdrawal of UNOMUR following the completion of its mandate on 21 September 1994;
4. Expresses appreciation to the Government of Uganda for the co-operation and support it has extended to UNOMUR;
5. Stresses the importance of continued co-operation between the Ugandan authorities and UNOMUR;
6. Decides to remain actively seized of the matter.



## Security Council

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20 June 1994

ORIGINAL: ENGLISH

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LETTER DATED 19 JUNE 1994 FROM THE SECRETARY-GENERAL  
ADDRESSED TO THE PRESIDENT OF THE SECURITY COUNCIL

1. Since the breakdown of the peace process in Rwanda in the wake of the tragic events of 6 April 1994, I have reported to the Security Council on several occasions, repeatedly stressing the need for an urgent and coordinated response by the international community to the genocide which has engulfed that country.
2. The Security Council initially decided, by its resolution 912 (1994) adopted on 21 April 1994, to adjust the mandate of the United Nations Assistance Mission for Rwanda (UNAMIR) and to reduce its strength to 270 all ranks. However, in my letter of 29 April to the President of the Security Council (S/1994/518), I pointed out that the situation had deteriorated to the point where it had become necessary to consider what further action the Council could take, or authorize Member States to take, in order to contribute to the restoration of law and order, to end the wanton violence and massacres of defenceless civilians and to promote a cease-fire.
3. On the basis of my report of 13 May (S/1994/565), the Security Council adopted resolution 918 (1994) on 17 May 1994, authorizing the expansion of the force level of UNAMIR up to 5,500 troops and expanding its mandate to contribute to the security and protection of civilians at risk as well as to provide security and support for humanitarian relief operations. The Council requested me, as a first phase, to immediately bring up to full strength the mechanized infantry battalion already in Rwanda, and further requested me to report as soon as possible on the next phase of UNAMIR's deployment.
4. On the basis of a further report which I submitted to the Security Council on 31 May (S/1994/640), following the visit of a special mission from headquarters to Rwanda, the Council adopted resolution 925 (1994) on 8 June 1994, in which it endorsed my proposals for the simultaneous deployment of the first and second phases of the expanded operation and for the continuation of urgent preparations for the deployment of the third phase. As of 18 June, UNAMIR consisted of a total force of 503 all ranks (354 troops, 25 military staff personnel and 124 military observers) under the command of Major-General Romeo A. Dallaire. Two Canadian C-130 aircraft are also supporting the mission. I must again reiterate my admiration for the dedication and courage of all UNAMIR personnel, despite serious casualties.

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5. In anticipation of the expansion of the mandate of UNAMIR, I had written, on 30 April, to a number of Heads of State in Africa to encourage them to provide troops, and to the Secretary-General of the Organization of African Unity (OAU), asking him to support my requests. I pursued my efforts through numerous contacts with Heads of State and Government during my visit to South Africa in early May, and with African leaders at the OAU Summit conference in Tunis earlier this month. At the same time, the Secretariat had already commenced efforts to secure the equipment and troops required by UNAMIR for the implementation of the first and second phases. Accordingly, over 50 potential contributing countries were approached.

6. To date, the United Nations has received offers for the following:

- Ethiopia: motorized infantry battalion (fully equipped);
- Ghana: mechanized infantry battalion (offer not yet confirmed and made on the condition that its equipment requirements are met);
- Senegal: mechanized infantry battalion (offer not yet confirmed and made on the condition that it be fully equipped);
- Zambia: motorized infantry battalion (on the condition that it be fully equipped);
- Zimbabwe: motorized infantry battalion (on the condition that it be fully equipped);
- Congo: infantry company (on the condition that it be fully equipped);
- Malawi: infantry company (on the condition that its equipment requirements are met);
- Mali: infantry company (on the condition that its equipment requirements are met);
- Nigeria: infantry company (on the condition that its equipment requirements are met);
- Italy: 1 aircraft (most probably C-130, not to fly into Rwandese airspace);
- Netherlands: 1 Fokker 27 aircraft (not to fly into Rwandese airspace);
- United Kingdom of Great Britain and Northern Ireland: 50 trucks for infantry and cargo;
- United States of America: 50 armoured personnel carriers (APCs);
- France, on a bilateral basis, has offered 20 million French francs to Senegal to cover the equipment requirements of 200 men.

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7. Some countries have indicated an interest, but have not yet made commitments, to provide the following:

- Australia: 1 medical company;
- Canada: a communication company;
- Italy: 20 water/fuel trucks;
- Romania: a surgical team;
- Russian Federation: 8 transport helicopters and a number of heavy transport cargo aircraft.

8. On the basis of the offers for troops and equipment received so far, and of the discussions between the Secretariat and the Governments concerned, the United Nations expects, in the best of circumstances, to complete the deployment of the first phase of UNAMIR in the first week of July 1994. This envisages bringing the depleted battalion presently in Kigali to its full strength, for which confirmation of the offer from Ghana is expected. Meanwhile, 10 APCs, which are being transferred from the United Nations Operation in Somalia (UNOSOM II), have already started arriving in Rwanda as part of the deployment of the first phase. In addition, the United States will start airlifting 50 APCs to Entebbe, Uganda, on 24 June.

9. The deployment schedule for the second phase of the expanded operation, which was intended to be synchronized with the first phase, cannot be determined at this time. Final confirmations of the resources required, namely two infantry battalions, a communications unit and other logistic support, have not yet been received from the Governments concerned. Moreover, the Secretariat has still not been able to secure offers for medical and other support units. In the absence of firm commitments for military logistic units, it will be necessary to seek a civilian contractor on an emergency basis. Such a contractual alternative already exists within UNOSOM II and it would be extended to UNAMIR until the necessary logistic support from Governments can be secured.

10. In the conditions prevailing in Rwanda, it is clear that additional troops can only be deployed once the necessary equipment to support them is on the ground and after the troops have been trained to use the equipment with which they may not be familiar. It also is noteworthy that, although Governments are expected to offer fully trained and equipped units for United Nations operations, almost all offers received from Governments are conditional in one way or another. The difficulties that the Secretariat has faced in securing resources for UNAMIR's expanded mandate show that there is no guarantee that the stipulated conditions can be met. Even if they can, protracted negotiations will be required, not only with the Governments making these conditional offers, but also with other Member States. In this context, it should be noted that none of those Governments possessing the capacity to provide fully trained and equipped military units have offered so far to do so for the implementation of the Security Council's resolutions to deal with the situation in Rwanda.

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11. In the light of the above, it is evident that, with the failure of Member States to promptly provide the resources necessary for the implementation of its expanded mandate, UNAMIR may not be in a position, for about three months, to fully undertake the tasks entrusted to it by those resolutions. Meanwhile, the situation in Rwanda has continued to deteriorate and the killing of innocent civilians has not been stopped. Furthermore, the parties have not yet come to an agreement for a cease-fire in the talks under UNAMIR auspices, nor have they respected the cease-fire to which they agreed at the recent OAU summit in Tunis.

12. In these circumstances, the Security Council may wish to consider the offer of the Government of France to undertake, subject to Security Council authorization, a French-commanded multinational operation in conjunction with other Member States, under Chapter VII of the Charter of the United Nations, to assure the security and protection of displaced persons and civilians at risk in Rwanda. Such an operation was one of the options envisaged in my letter of 29 April (S/1994/518) and a precedent exists for it in the United States-led operation Unified Task Force in Somalia (UNITAF) which was deployed in Somalia in December 1992. If the Council decides to authorize an operation on these lines, I consider it would be necessary for it to request the Governments concerned to commit themselves to maintain their troops in Rwanda until UNAMIR is brought up to the necessary strength to take over from the multinational force and the latter has created conditions in which a peace-keeping force operating under Chapter VI of the Charter would have the capacity to carry out its mandate. This would imply that the multinational force should remain deployed for a minimum period of three months.

13. The activities of the multinational force and UNAMIR would be closely coordinated by the respective force commanders, who would take into account the fact that the former would be operating under Chapter VII of the Charter. UNAMIR would continue to fulfil, to the extent permitted by the resources made available to it, its mandated responsibilities in and around Kigali and at the airport. It would also continue to assist in providing support for the delivery of humanitarian aid to accessible areas. During this period, UNAMIR would operate on the assumption that the parties will cooperate with the activities of the mission. However, in the event that the safety and security of UNAMIR personnel were to be jeopardized, I would immediately reassess the situation and make appropriate recommendations to the Security Council.

14. It is self-evident that the efforts by the international community to restore stability in Rwanda, both by halting the genocide and by securing a cease-fire, are directed to a resumption of the Arusha peace process. In this connection, as the Security Council is aware, my new Special Representative for Rwanda, Mr. Shaharyar M. Khan, plans to take up his assignment shortly.

15. I should be grateful if you would bring the contents of the present letter to the attention of the members of the Security Council.

(Signed) Boutros BOUTROS-GHALI