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FOR AMB. ALBRIGHT FROM A/S SHATTUCK AND ACTING A/S WARD
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E.O. 12356: DECL: OADR
TAGS: PHUM, PREL, PREF, UN, AORC, RW
SUBJECT: RWANDA HUMAN RIGHTS MONITORS: MOVING TO A MORE
EFFECTIVE PRESENCE

REF: STATE 256438

1. CONFIDENTIAL - ENTIRE TEXT.
2. SUMMARY: THE HUMAN RIGHTS FIELD OFFICERS, INCLUDING

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MONITORS, ARE A CRITICAL PIECE IN THE EFFORT TO END THE KILLING IN RWANDA, INTRODUCE A MODICUM OF SECURITY AND OFFER REASSURANCE FOR RETURNING REFUGEES, AND FIND A WAY TOWARD POLITICAL RECONSTRUCTION AND NATIONAL RECONCILIATION. UNFORTUNATELY, NUMEROUS PROBLEMS HAVE PLAGUED THE EFFORT TO DEPLOY A SIGNIFICANT AND EFFECTIVE FORCE OF MONITORS: FUNDING, RECRUITING, TRAINING, AND ROLE DEFINITION; AND, LOGISTICAL SUPPORT AND COORDINATION WITH OTHER UN AGENCIES. THE ONGOING PROBLEMS MUST BE DRESSED IMMEDIATELY, AND AT A SUFFICIENTLY HIGH LEVEL TO SURE THAT: (A) OVERALL UN COORDINATING RESPONSIBILITY IN RWANDA IS ASSIGNED TO ONE OFFICE, AND (B) THE CHIEF OF THE UN MONITORS OFFICE IN KIGALI RECEIVES FORTHWITH THE NECESSARY LOGISTICAL SUPPORT TO DEPLOY AND MAINTAIN AN

EFFECTIVE MONITORING OPERATION. DEPARTMENT REQUESTS THAT THESE ISSUES BE TAKEN UP IMMEDIATELY WITH APPROPRIATE HIGH-LEVEL SECRETARIAT OFFICIALS. END SUMMARY.

PROBLEMS: RECRUITMENT, TRAINING AND ROLE DEFINITION
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3. THE UN'S HUMAN RIGHTS FIELD OFFICERS, INCLUDING MONITORS, ARE BEGINNING TO TRICKLE INTO RWANDA AFTER A HALTING START AT THE HUMAN RIGHTS CENTER IN GENEVA. RECRUITING HAS BEEN SLOW AND TRAINING NEXT TO NON-EXISTENT. ACCORDING TO THE CHIEF OF THE MONITORS OFFICE IN KIGALI (IN A SEPT. 26 TELCON WITH USAID,) A SUM TOTAL OF 26 MONITORS (INCLUDING STAFF OF THE COMMISSION OF EXPERTS) ARE PRESENTLY ON HAND. WE REMAIN CONCERNED ABOUT THE ONGOING DELAYS IN IDENTIFYING. HIRING AND TRAINING TO MEET THE HIGH COMMISSIONER FOR HUMAN RIGHT'S TARGET OF 147 FIELD OFFICERS. ALSO, WE ARE UNCOMFORTABLE WITH THE VAGUE NATURE OF THE DEFINITION OF THE ROLE OF RWANDA MONITORS AS SET OUT IN THE HIGH COMMISSIONER'S ACTION PLAN.

4. IN BROAD TERMS, WE BELIEVE THAT THE MONITORS' PURPOSE IS A PREVENTIVE ONE; ANY INVESTIGATIVE ROLE, WOULD THREATEN, RATHER THAN REASSURE REFUGEES WHO ARE CONSIDERING RETURNING TO THEIR HOMES. MONITORS, SPREAD THROUGHOUT THE COUNTRYSIDE, COULD ALSO ASSIST IN A VARIETY OF AREAS, INCLUDING IN THE RECONSTITUTION OF RWANDA'S JUSTICE SYSTEM (THE HCHR'S PLAN FORESEES MOVING SOON TO PROVISION OF TECHNICAL ASSISTANCE IN THIS FIELD. A

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PROPOSAL WE INTEND TO SUPPORT).

5. IN OUR VIEW, IT IS IMPORTANT TO DISTINGUISH THE CONFIDENCE-BUILDING MONITORS FROM THE INVESTIGATIVE FUNCTIONS. THE LATTER SHOULD BE FILLED BY THE COMMISSION OF EXPERTS, NATIONAL TEAMS WORKING WITH THE COMMISSION (SUCH AS THE FIVE-PERSON USG TEAM CURRENTLY IN THE FIELD)

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AND, ONCE ESTABLISHED, THE OFFICE OF THE PROSECUTOR OF THE INTERNATIONAL TRIBUNAL FOR RWANDA. THESE CONCERNS HAVE BEEN CONVEYED TO THE HIGH COMMISSIONER (REF.)

LOGISTICAL VOID AND LACK OF UN COORDINATION OR SUPPORT

"-----"

6. IN ADDITION TO CONCERNS ABOUT SLOW RECRUITMENT AND TRAINING, AND ABOUT ROLE DEFINITION, WE ARE INCREASINGLY WORRIED THAT THE FIELD OFFICERS IN RWANDA HAVE NEITHER

MINIMAL LOGISTICAL SUPPORT NOR THE MEANS TO OPERATE EFFECTIVELY IN THE COUNTRYSIDE. THE HEAD OF THE KIGALI HUMAN RIGHTS FIELD OPERATION RESPONSIBLE FOR MONITORS, UNHRC VETERAN (AND UK CITIZEN) BILL CLARENCE, CONTINUES TO "OPERATE" WITHOUT AN OFFICE, STAFF, CARS, RADIOS. OR EVEN PENS AND PENCILS; CLARENCE HAS NO MEANS TO COMMUNICATE WITH OFFICERS IN THE FIELD. TWO MONTHS AFTER THE HIGH COMMISSIONER'S APPEAL WHICH NETTED DOLLARS 2.4 MILLION IN PLEDGES BUT LITTLE CASH SO FAR, NOTHING APPROACHING AN EFFECTIVE MONITORING OPERATION IS IN PLACE.

7. ROUNDING OUT THE SET OF PROBLEMS, THERE SEEMS TO BE LITTLE COORDINATION AMONG UN AGENCIES PRESENT IN RWANDA, INCLUDING THE MONITORS, UNAMIR, UNHRC, UNDHA, UNDP AND UNICEF. THIS IS BEST EXEMPLIFIED BY THE RECENT DISPUTE BETWEEN UNHCR AND DHA REGARDING SECURITY AND THE "GERSONY REPORT," ABOUT WHICH THE HIGH COMMISSIONER FOR HUMAN RIGHTS WAS UNAWARE UNTIL IT HIT THE MEDIA. AS FAR AS WE KNOW, NO PRIORITIZED ACTION PLAN IS BEING IMPLEMENTED UNDER THE AUTHORITY OF THE SYG'S SPECIAL REPRESENTATIVE

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KHAN. CLARENCE APPEARS TO BE OPERATING IN ISOLATION FROM AND UNSUPPORTED BY THE REST OF THE UN SYSTEM. HE IS TOTALLY DEPENDENT ON UN/GENEVA FOR SUPPORT IN SETTING UP THE MONITORING OPERATION, AND THE HUMAN RIGHTS CENTER -- WHICH HAS NEVER FIELDIED AN OPERATION OF THIS NATURE -- IS ILL-EQUIPPED TO ORGANIZE SUCH A VENTURE.

RECOMMENDATIONS

8. IN AN EFFORT TO REMEDY THIS SITUATION, MISSION SHOULD ADDRESS THESE ISSUES AND MAKE THE FOLLOWING RECOMMENDATIONS AT THE EARLIEST OPPORTUNITY WITH APPROPRIAE HIGH LEVEL FUNCTIONAL OFFICIALS:

- A) A SINGLE UN OFFICIAL SHOULD BE IDENTIFIED TO COORDINATE ALL UN OPERATIONS IN RWANDA. IS SYGSR KHAN'S OFFICE EQUIPPED TO PLAY THIS ROLE?
- B) THE EFFECTIVE FUNCTIONING OF CLARENCE'S OFFICE SHOULD BE IDENTIFIED AS A PRIORITY UN OBJECTIVE WITH ACTIVE HUMAN, FINANCIAL AND LOGISTIC RESOURCES FROM UN/NEW YORK. THE UN'S RWANDA COORDINATOR'S OFFICE SHOULD WORKING WITH MONITORS CHIEF CLARENCE, IDENTIFY AND MAKE AVAILABLE THE LOGISTICAL SUPPORT NEEDED TO MAINTAIN 147 FIELD OFFICERS -- AN AVERAGE OF ONE FOR EVERY COMMUNE OUTSIDE THE CAPITAL.
- C) THE COORDINATOR AND CLARENCE SHOULD WORK OUT ARRANGEMENTS FOR CONTINUING SUPPORT BY THE VARIOUS UN AGENCIES (INCLUDING UNDHA AND UNHCR), WHOSE
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- RESOURCES COULD BE LOANED FOR USE BY THE MONITORS OPERATION, AND WITH UNAMIR, TO ASSURE THE SAFETY OF MONITORS THROUGHOUT THE COUNTRY.
- D) THE USG COULD OFFER TO CONTRIBUTE PERSONNEL (OR SEND ALREADY PROFFERED NGO STAFF) TO FACILITATE THE HUMAN RIGHTS CENTER'S HIRING AND TRAINING OF MONITORS AND TO ASSIST CLARENCE IN KIGALI WITH HIS DIFFICULT

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