

CONFIDENTIAL

dy 35 171635
MDADAN 3786

CONFIDENTIAL
FM UKMIS NEW YORK
TO IMMEDIATE FCO
TELNO 1207
OF 080355Z SEPTEMBER 90

ADVANCE COPY

mt

MY TELNO 1199: IRAQ/KUWAIT: FOODSTUFFS

SUMMARY

1. PERMANENT REPRESENTATIVES OF THE FIVE AGREE STATEMENT ON FOODSTUFFS AD REFERENDUM. INTEND TO SEEK AGREEMENT OF OTHER MEMBERS OF THE SECURITY COUNCIL ON THE MORNING OF 10 SEPTEMBER, FOLLOWED IF ALL GOES WELL BY FORMAL ADOPTION IN THE SANCTIONS COMMITTEE THAT AFTERNOON. A VERY HEPLFUL DEVELOPMENT.

DETAIL

2. AMBASSADORS OF THE FIVE PERMANENT MEMBERS OF THE SECURITY COUNCIL MET ON THE MORNING OF 7 SEPTEMBER, AT THE SOVIET REQUEST, TO DISCUSS ISSUES ARISING FROM THE WORK OF THE SANCTIONS COMMITTEE. RICHARDSON REPRESENTED ME.

3. VORONTSOV (SOVIET UNION) SAID HE WAS CONCERNED BY THE PERCEPTION THAT THE SANCTIONS COMMITTEE WAS BOGGED DOWN AND DIVIDED ON THE ISSUE OF FOODSTUFFS. RAPID AGREEMENT WAS NEEDED, BEGINNING WITH THE FIVE. SOVIET IDEAS WERE NOT FULLY DEVELOPED, BUT THE ISSUE MIGHT BEST BE TACKLED UNDER DIFFERENT HEADINGS:

(A) ON FOOD FOR CHILDREN SANCTIONS SHOULD NOT BE TOO STRICT. PERHAPS SUCH COMMODITIES AS MILK, BABY FOOD AND VITAMINS SHOULD BE EXCLUDED FROM SANCTIONS:

(B) FOOD FOR IRAQI ADULTS MIGHT BEST BE TACKLED BY THE ESTABLISHMENT OF A BODY IN THE UN SECRETARIAT TO ASSESS THE CURRENT FOOD SITUATION IN IRAQ. RESTRICTIONS ON FOOD SHOULD BE APPLIED STRICTLY AT THE OUTSET. LATER ON IT MIGHT BE NECESSARY TO EASE THESE RESTRICTIONS IF IN THE VIEW OF THE UNITED NATIONS OR INTERNATIONAL ORGANISATIONS THE SUPPLY SITUATION WAS BECOMING SERIOUS:

(C) THE QUESTION OF FOOD FOR FOREIGNERS WHO, VOLUNTARILY OR INVOLUNTARILY, REMAINED IN IRAQ WAS A SPECIAL CASE. A CLEARER PICTURE WAS NEEDED. CERTAIN COUNTRIES WANTED TO FEED THEIR OWN NATIONALS. HE HAD NO FIXED IDEAS, BUT PERHAPS THE UNITED NATIONS COULD SET UP SOME MECHANISM FOR THIS IN IRAQ. IT WAS IMPORTANT

HOWEVER THAT SUCH FOOD SHOULD NOT BE DIVERTED TO THE OPEN MARKET.

4. PICKERING (UNITED STATES) SAID HE AGREED THAT PRINCIPLES NEEDED TO BE ESTABLISHED. HIS GOVERNMENT WAS ALREADY OPERATING ON THE BASIS THAT SCR 661 PROHIBITED THE SUPPLY OF FOODSTUFFS UNTIL THE SECURITY COUNCIL HAD DETERMINED THAT HUMANITARIAN CIRCUMSTANCES APPLIED. THERE WAS NO FOOD EMERGENCY IN IRAQ AT PRESENT. NO STATE SHOULD ACT UNILATERALLY: DEROGATIONS FROM SANCTIONS WERE A MATTER FOR THE SANCTIONS COMMITTEE AND THE SECURITY COUNCIL. IF THESE BODIES DETERMINED THAT HUMANITARIAN CIRCUMSTANCES DID APPLY, THEN FOOD SHOULD BE MADE AVAILABLE AND DELIVERED THROUGH INTERNATIONAL HUMANITARIAN ORGANISATIONS.

4. PICKERING POINTED OUT THAT THE SECRETARY-GENERAL HAD ALREADY BEEN ASKED BY THE SANCTIONS COMMITTEE TO COLLECT INFORMATION. HE COULD BE ASKED BY ITS CHAIRMAN TO MAKE HIS FIRST PRIORITY THE NEEDS OF INFANTS: IF THERE WERE SHORTAGES THEN HUMANITARIAN AGENCIES COULD SUPPLY THEM, WHICH WOULD ALSO MINIMISE EVASION. THE QUESTIONS OF IRAQI ADULTS AND FOREIGNERS SHOULD BE LOOKED AT TOGETHER. AT LEAST INITIALLY IT WAS THE RESPONSIBILITY OF THE IRAQI GOVERNMENT TO FEED FOREIGNERS. BUT IF THERE WERE SPECIAL NEEDS WHICH COULD NOT BE MET IN THAT WAY, THEN HUMANITARIAN ORGANISATIONS SHOULD AGAIN HANDLE THE MATTER TO AVOID DIVERSION. PICKERING SUGGESTED THAT AN EARLIER UK PAPER (WHICH HAD NOT IN FACT BEEN CIRCULATED OUTSIDE THE WESTERN MEMBERS OF THE COMMITTEE) MIGHT FORM THE BASIS FOR AGREEMENT WITHIN THE FIVE, AND THEN FOR A STATEMENT BY THE COMMITTEE CHAIRMAN SETTING OUT AGREED PRINCIPLES.

5. RICHARDSON SAID HE AGREED THAT THE FIVE AND THE SANCTIONS COMMITTEE MUST ACT QUICKLY AND DECISIVELY. WITHOUT AN AGREEMENT ON FOODSTUFFS THE COMMITTEE RISKED PARALYSIS. PRINCIPLES WERE IMPORTANT. SANCTIONS WERE MEANT TO HURT. UP TO NOW THERE HAD BEEN NO RELIABLE INFORMATION ON THE FOOD SITUATION IN IRAQ AND KUWAIT. THE IRAQIS CLAIMED THEY HAD FOOD FOR SOME MONTHS: AND THEY HAD ALSO SAID THEY WOULD GIVE PRIORITY TO SOLDIERS. THE QUESTION HAD NOW BEEN PUT TO THE SECRETARY-GENERAL, AND HE COULD BE ASKED TO PAY PARTICULAR ATTENTION TO THE NEEDS OF CHILDREN. WE ENVISAGED THE FOLLOWING SEQUENCE OF EVENTS: INTERNATIONAL AGENCIES WOULD SEEK INFORMATION ON THE SITUATION: A REVIEW MECHANISM WOULD BE ESTABLISHED TO CONSIDER IT: A CLEAR TRIGGER WOULD BE ESTABLISHED FOR ACTION ON THE BASIS OF HUMANITARIAN CIRCUMSTANCES: AND A DISTRIBUTION SYSTEM SHOULD BE ESTABLISHED WHICH WOULD AVOID DIVERSION. WE WOULD LIKE TO REACH AGREEMENT ON A COMPREHENSIVE FRAMEWORK TO GOVERN THE FUTURE HANDLING OF THIS ISSUE.

6. YU (CHINA) SAID HE SHARED CONCERNS ABOUT THE IMAGE OF THE SANCTIONS COMMITTEE. BUT CHINA ALSO HAD MISGIVINGS ABOUT THE DELAY IN PERMITTING FOOD SHIPMENTS WHICH MIGHT ARISE NOW THAT INTERNATIONAL ORGANISATIONS HAD BEEN ASKED AS A PRELIMINARY TO PROVIDE INFORMATION ON THE FOOD SITUATION. UNDER THE GENEVA CONVENTION FOOD FOR CHILDREN SHOULD BE ALLOWED THROUGH. IT WAS AN IMPORTANT PRINCIPLE THAT IRAQI PEOPLE SHOULD NOT STARVE. BLANC (FRANCE) AGREED WITH OTHER SPEAKERS THAT RAPID ACTION SHOULD BE TAKEN. IT WAS NECESSARY TO ESTABLISH A DEFINITION OF HUMANITARIAN CIRCUMSTANCES AND OF THE SANCTION COMMITTEE'S ROLE IN THIS RESPECT.

7. AFTER FURTHER DISCUSSION IT WAS AGREED THAT EXPERTS WOULD MEET ON THE AFTERNOON OF 7 SEPTEMBER TO WORK ON POINTS FOR INCLUSION IN A STATEMENT BY THE CHAIRMAN OF THE SANCTIONS COMMITTEE. THIS WOULD REAFFIRM THAT SCR 661 EXCLUDED MEDICINES FROM ITS EFFECT (A POINT ON WHICH THERE WAS IMPORTANT PUBLIC MISUNDERSTANDING). THE QUESTION OF FOOD FOR CHILDREN WOULD BE TACKLED (VORONTSOV REPEATED THAT SUCH SUPPLIES SHOULD BE ALLOWED THROUGH: RICHARDSON REITERATED THAT THE SECRETARY-GENERAL SHOULD BE ASKED TO PAY PARTICULAR ATTENTION TO CHILDREN'S PROBLEMS, AND THE COMMITTEE COULD THEN TAKE RAPID DECISIONS IF NECESSARY.) THE STATEMENT WOULD ALSO ASK THE INTERNATIONAL HUMANITARIAN ORGANISATIONS TO COOPERATE IN GIVING THEIR ASSESSMENT OF THE FOOD SITUATION IN IRAQ, AND TOUCH ON THE CREATION OF A REVIEW MECHANISM. AMBASSADORS WOULD MEET AGAIN LATER IN THE DAY TO REVIEW THE WORK OF THEIR EXPERTS.

8. AT THEIR MEETING THE EXPERTS AGREED UPON THE TEXT OF A STATEMENT WHICH COULD BE MADE BY THE CHAIRMAN OF THE SANCTIONS COMMITTEE TO THE PRESS AND CONVEYED TO THE SECRETARY-GENERAL AND PRESIDENT OF THE SECURITY COUNCIL. THE ONLY UNRESOLVED QUESTION WAS WHETHER TO REFER SPECIFICALLY TO THIRD STATE NATIONALS. LOZINSKIY (SOVIET UNION) ARGUED REPEATEDLY THAT THE PLIGHT OF FOREIGN WORKERS, SUCH AS THE YUGOSLAVS, HAD TO BE RECOGNISED. WE POINTED OUT THAT A STILL GREATER PROBLEM WAS THE LARGE NUMBER OF ASIAN WORKERS WHO HAD NOT YET BEEN EVACUATED. RESPONSIBILITY FOR FEEDING THEM RESTED WITH THE IRAQIS: FOR OTHER STATES TO PROVIDE FOOD FOR THEM WOULD ONLY EASE THE PRESSURE ON IRAQ'S OWN SUPPLIES.

9. WHEN AMBASSADORS RECONVENED VORONTSOV SAID THAT HE HAD JUST RECEIVED AN URGENT JOINT COMMUNICATION FROM THE AMBASSADORS OF INDIA AND THE PHILIPPINES, AND A SIMILAR LETTER FROM THE SRI LANKAN AMBASSADOR, BOTH ABOUT THEIR NATIONALS (SOME 300,000 IN ALL) STILL IN IRAQ AND KUWAIT. TEXTS OF BOTH LETTERS FAXED TO UND. THEY CALL

HAF
P
DS
T
L
FT
DE
2.
C
D
F

FOR AN INTERNATIONAL EFFORT TO RUSH FOOD AND MEDICAL SUPPLIES TO THEIR NATIONALS IN IRAQ AND KUWAIT TO END THE CURRENT ACUTE FOOD SHORTAGES AND PREVENT EVENTUAL STARVATION. THE INDIAN/FILIPINO LETTER REQUESTS THE SECURITY COUNCIL'S PERMISSION FOR THE TWO GOVERNMENTS TO ARRANGE A SHIPMENT OF FOOD FOR THEIR COMMUNITIES: THE SRI LANKAN LETTER MERELY SPEAKS OF THAT COUNTRY'S 'LIMITED CAPABILITIES AND RESOURCES'.

10. VORONTSOV SAID THAT THE THREE AMBASSADORS HAD CLAIMED THAT THE SITUATION WAS IF ANYTHING WORSE. ALTHOUGH THE IRAQIS WERE PREPARED TO LET THEIR NATIONALS GO, THEY HAD SAID THERE WAS NO FOOD AVAILABLE AND THE FIRST (SRI LANKAN) DEATH BY STARVATION HAD ALREADY OCCURRED. VORONTSOV ADDED THAT THE THREE AMBASSADORS HAD ASKED TO ADDRESS THE SANCTIONS COMMITTEE ON 10 SEPTEMBER. ON PICKERING'S PROPOSAL, IT WAS AGREED TO SUGGEST TO THE SECRETARY-GENERAL THAT ANNAN, STILL IN BAGHDAD, SHOULD TAKE UP URGENTLY THE PLIGHT OF THESE FOREIGN NATIONALS.

11. THE AMBASSADORS THEN AGREED THE DRAFT STATEMENT (TEXT IN MIFT). IN THE LIGHT OF PREVIOUS DISCUSSION, RICHARDSON PROPOSED THE ADDITION OF A FIRM SENTENCE ON IRAQ'S OBLIGATIONS TOWARDS THIRD STATE NATIONALS. THIS WAS AGREED.

12. THE FIVE AGREED TO MEET AGAIN AT 101330Z, TO DISCUSS ANY LAST MINUTE POINTS ARISING FROM THEIR INSTRUCTIONS. ASSUMING AGREEMENT, SOME OR ALL OF THEM WOULD THEN PLAN TO BRIEF THE CANADIAN AND ROMANIAN AMBASSADORS AND FINNISH CHAIRMAN OF THE SANCTIONS COMMITTEE TOGETHER, AND SUBSEQUENTLY THE AMBASSADORS OF THE NON-ALIGNED COUNCIL MEMBERS. THE FIVE AGREED TO MAKE IT CLEAR THAT THEY WERE OPEN TO AMENDMENTS (THOUGH IN PRACTICE ONLY TO MINOR CHANGES.) IF ALL WENT WELL ON THE MORNING OF 10 SEPTEMBER, THE FIVE WOULD THEN SEEK THE SANCTIONS COMMITTEE'S ENDORSEMENT OF THE TEXT THAT AFTERNOON. WHILE ACTION IN THE COUNCIL ITSELF WAS NOT RULED OUT, IT WAS HOPED THAT THE THREAT OF GOING TO THE COUNCIL MIGHT PERSUADE COUNTRIES LIKE CUBA AND YEMEN TO ACCEPT THE TEXT AT THE COMMITTEE STAGE.

13. SEE MY 2 IFTS.

TICKELL

YYYY

CONFIDENTIAL

71635
MDADAN 3786

DISTRIBUTION

38

ADVANCE 38

IRAQ/KUWAIT
PS
PS/MR WALDEGRAVE
PS/S OF S FOR DEFENCE
PS/PUS
MR TOMKYS
MR GORE-BOOTH
MR FAIRWEATHER
MR GOULDEN
MR JAY
MR SLATER
MR BERMAN (LEGAL ADVISERS)
HD/MED
HD/NENAD
HD/NAD
HD/SED
HD/UND
HD/CONSULAR D
HD/NEWS D
HD/NPDD
HD/SECPOL D
HD/AMD

HD/ECD(E)
MR PRIDDLE, DEPT OF ENERGY
MR APPLEYARD CABINET OFFICE
(BY TUBE H29)
MR W D REEVES CABINET OFFICE
(BY TUBE H29)
MR D J GOWAN CABINET OFFICE
(BY TUBE H29)
MR BARRASS, CABINET OFFICE
(BY TUBE H29)
PS/NUMBER 10 DOWNING ST
SIR P CRADOCK,
(NO 10 DOWNING ST)
CABINET OFFICE DIO
(BY TUBE H29)
SIR ROBIN BUTLER, CAB OFFICE
AUS (C) MODUK
HD/SEC (O) (C) MODUK
MR LS SMITH BANK ENGLAND
EMERGENCY UNIT
RESIDENT CLERK

NNNN



PAGE 5
CONFIDENTIAL