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MOSCOW FOR SECRETARY OF STATE'S PARTY

MY TELNO 1237: IRAQ/KUWAIT: FOODSTUFFS

SUMMARY

1. SECURITY COUNCIL TO MEET ON 13 SEPTEMBER TO CONSIDER DRAFT RESOLUTION ON FOODSTUFFS PUT FORWARD BY THE FIVE PERMANENT MEMBERS. RESOLUTION LIKELY TO BE PASSED, BARRING UNEXPECTED DEVELOPMENTS. NON-ALIGNED TEXT ON EMERGENCY AID TO ASIAN NATIONALS IN IRAQ AND KUWAIT THEN TO BE ADOPTED AS A STATEMENT BY THE CHAIRMAN OF THE SANCTIONS COMMITTEE.

DETAIL

2. THE SANCTIONS COMMITTEE MET AS PLANNED AT 1430Z ON 12 SEPTEMBER. THE (FINNISH) CHAIRMAN (RASI) SAID THE COMMITTEE WAS CLEARLY DEADLOCKED ON THE QUESTION OF FOODSTUFFS. IT WAS AGREED THAT THE ISSUE SHOULD BE PUT TO THE SECURITY COUNCIL. THE (SOVIET) PRESIDENT OF THE COUNCIL SUBSEQUENTLY CALLED INFORMAL CONSULTATIONS OF MEMBERS OF THE SECURITY COUNCIL FOR 1500Z ON 13 SEPTEMBER.

3. AMBASSADORS OF THE FIVE THEN MET TO CONSIDER TACTICS. THE TEXT IN MY TELNO 1225 WAS REDRAFTED IN THE FORM OF A SECURITY COUNCIL RESOLUTION AND A NUMBER OF MINOR AMENDMENTS WERE MADE. (TEXT IN MIFT) THERE WAS SOME DISCUSSION OF THE POSSIBILITY OF INCORPORATING THE NON-ALIGNED TEXT ON EMERGENCY AID TO ASIAN NATIONALS INTO THE DRAFT RESOLUTION. PICKERING (UNITED STATES) ARGUED THAT IT WOULD BE BETTER TO GET THE FIVE'S DRAFT RESOLUTION PROVIDING AN OVERALL FRAMEWORK PASSED BY THE SECURITY COUNCIL: THE SANCTIONS COMMITTEE COULD MEET IMMEDIATELY AFTERWARDS TO APPROVE THE DESPATCH OF THE INDIAN SHIP IN A DECISION BASED ON THE NON-ALIGNED TEXT.

4. I STRESSED THAT IT WAS IMPORTANT THAT WE SHOULD BRIEF THE

NON-PERMANENT MEMBERS OF THE COUNCIL ON THE FIVE'S DRAFT, THERE WAS A GOOD CHANCE THAT ALL OF THEM, OTHER THAN CUBA AND YEMEN, WOULD EVENTUALLY COME ON BOARD. BUT WE MUST KEEP THEM ABREAST OF OUR THINKING AND CONSULT THEM. IT WAS AGREED THAT BLANC (FRANCE) WOULD BRIEF THE AMBASSADORS OF CANADA, FINLAND AND ROMANIA, WHILE PICKERING, LOZINSKIY (SOVIET UNION) AND I WOULD BRIEF THE NON-ALIGNED MEMBERS OF THE COUNCIL. (THE CHINESE DECLINED TO PARTICIPATE IN THE EXERCISE.) THE FRENCH HAD NO DIFFICULTIES IN THEIR BRIEFING: THE CANADIANS, FINNS AND ROMANIANS EXPRESSED FULL SUPPORT FOR THE FIVE'S DRAFT AND FOR THE PROPOSAL THAT THE NON-ALIGNED TEXT SHOULD BE DEALT WITH IN THE SANCTIONS COMMITTEE IMMEDIATELY AFTER THE FORMAL SECURITY COUNCIL MEETING.

5. THE BRIEFING OF THE NON-ALIGNED PROVED TO BE A VALUABLE EXERCISE. PICKERING INTRODUCED THE FIVE'S DRAFT, EXPLAINING THAT THE INTENTION WAS TO ADOPT IT IN THE SECURITY COUNCIL ON 13 SEPTEMBER. THE SANCTIONS COMMITTEE COULD THEN TAKE A DECISION ON THE DISPATCH OF THE INDIAN SHIP IMMEDIATELY AFTERWARDS. THE UNITED STATES GOVERNMENT BELIEVED THAT AS FAR AS POSSIBLE IT SHOULD BE THE COMMITTEE WHICH DEALT WITH THE IMPLEMENTATION OF SANCTIONS, REFERING TO THE SECURITY COUNCIL AS AND WHEN NECESSARY.

6. I EXPLAINED THAT THE FIVE'S EARLIER DRAFT HAD BEEN TURNED INTO A RESOLUTION. WE SHOULD TRY TO MOVE FORWARD ON THE GENERAL AND PARTICULAR. THE PARTICULAR WAS THE POINT PUT BY INDIA, THE PHILLIPINES AND SRI LANKA. WE BELIEVED IT WOULD BE RIGHT TO TAKE A DECISION ON THIS ISSUE, BUT IT WAS IMPORTANT TO SET IT IN A BROADER FRAMEWORK FOR DEALING WITH THE PROBLEM OF FOODSTUFFS.

7. I SAID THE FIVE'S DRAFT WAS BASED ON A NUMBER OF PRINCIPLES:

(A) AN ASSESSMENT OF HUMANITARIAN PROBLEMS HAD TO BE PROVIDED TO THE SANCTIONS COMMITTEE AND THE SECURITY COUNCIL THROUGH A RECOGNISED CHANNEL, NAMELY THE SECRETARY-GENERAL AND THE SPECIALISED AGENCIES.

(B) AID SHOULD THEN BE CHANNELLED THROUGH THE HUMANITARIAN AGENCIES TO ENSURE THAT IT WENT TO THE PEOPLE IN NEED.

(C) IN THE CASE OF THE ASIAN NATIONALS IN IRAQ AND KUWAIT THE SECRETARY-GENERAL HAD ALREADY MADE IT CLEAR THAT A GENUINE NEED EXISTED.

8. LOZINSKIY ASSOCIATED HIMSELF WITH WHAT PICKERING AND I HAD SAID.

SCR 661 SHOULD BE IMPLEMENTED STRICTLY. THIS WAS A HARSH BUT PEACEFUL WAY OF PROCEEDING. A PROCEDURE WAS NEEDED TO DEAL WITH HUMANITARIAN CIRCUMSTANCES WHERE THEY EXISTED.

9. AL-ASHTAL (YEMEN) AND ALARCON (CUBA) RAISED THEIR WELL-ESTABLISHED OBJECTIONS TO THE FIVE'S PROPOSALS. THEY COULD NOT SUPPORT THE DRAFT AND MIGHT WELL HAVE TO OPPOSE IT. ALARCON ASKED WHY PARAGRAPH 7 ENVISAGED THE GOVERNMENTS OF STATES EXPORTING MEDICAL SUPPLIES, OR THE INTERNATIONAL AGENCIES, BECOMING INVOLVED IN THE DISTRIBUTION OF MEDICAL SUPPLIES, WHICH WERE NOT COVERED BY SANCTIONS. I EXPLAINED THAT THE INTENTION WAS TO PROVIDE FOR INSPECTION OF SUPPLIES BEFORE THEY WERE EXPORTED EG TO ENSURE THAT CHEMICALS THAT COULD BE USED FOR WEAPONS WERE NOT INCLUDED. THE WORD 'PROVIDED' MIGHT BE REPLACED BY 'EXPORTED' TO MAKE THE POINT CLEARER.

10. RAZALI (MALAYSIA) SAID THAT THE SANCTIONS COMMITTEE HAD SPENT TOO LONG ON THE ISSUE. HE COULD ACCEPT THE FRAMEWORK IN THE FIVES DRAFT. A SPECIAL CASE WOULD BE MADE FOR THE INDIAN NATIONALS IN IRAQ AND KUWAIT. THE APPEALS MADE BY THE PHILIPPINES AND SRI LANKA MUST ALSO BE TAKEN FULLY INTO ACCOUNT. CLEARLY EVACUATION OF THE ASIANS WOULD BE THE BEST SOLUTION. HE WONDERED IF THIS THOUGHT COULD BE INCORPORATED INTO THE NON-ALIGNED TEXT. HE WOULD RAISE THIS IN THE NON-ALIGNED CAUCUS. HIS SUGGESTION WAS SUBSEQUENTLY ENDORSED BY PENALOSA (COLOMBIA) AND NZAJI (ZAIRE). PICKERING SAID THAT HE ALSO SUPPORTED THE IDEA OF A REFERENCE TO EVACUATION.

11. PENALOSA SAID THAT THE IRAQI GOVERNMENT HAD TURNED THE THIRD STATE NATIONALS INTO A SPECIAL CATEGORY IN KUWAIT AND IRAQ BY DENYING THEM FOODSTUFFS. WHEN THE COUNCIL ADOPTED SCR 661 IT HAD KNOWN THAT HUMANITARIAN PROBLEMS COULD ARISE. BUT THE COUNCIL PREFERRED FOOD SHORTAGES TO PEOPLE DYING FROM BULLETS. HE WAS FRUSTRATED THAT THE INDIAN REQUEST WAS BEING USED TO PUT PRESSURE ON COUNCIL MEMBERS TO OBTAIN APPROVAL FOR THE FIVE'S FRAMEWORK RESOLUTION. THIS LEFT A BITTER TASTE IN HIS MOUTH. IT WAS UNSATISFACTORY THAT IT WOULD TAKE A MONTH OR MORE FOR THE SECRETARY-GENERAL TO REPORT ON HUMANITARIAN NEEDS IN IRAQ AND KUWAIT: IN ANY CASE HE HAD MADE IT CLEAR HE DID NOT HAVE STAFF IN PLACE TO CARRY OUT THE TASK. IT SHOULD BE BORNE IN MIND THAT AS WELL AS INDIA THE PHILLIPINES, SRI LANKA AND YUGOSLAVIA HAD ASKED TO BE ALLOWED TO SEND FOOD FOR THEIR WORKERS IN IRAQ AND KUWAIT. ALL THESE CASES SHOULD BE DEALT WITH AS AN EMERGENCY.

12. NZAJI SAID HE HAD DISCUSSED THE FIVE'S TEXT WITH A NUMBER OF DELEGATIONS AND SAW NO PROBLEM WITH IT AS LONG AS A DECISION WAS TAKEN TO ALLOW THE INDIAN SHIP TO PROVIDE EMERGENCY SUPPLES ON AN EXCEPTIONAL BASIS. TADESSE (ETHIOPIA) SAID THAT THE ISSUE HAD BEEN DELAYED FOR TOO LONG. THE COUNCIL HAD GIVEN DUE CONSIDERATION TO EFFECTIVE IMPLEMENTATION OF ITS PREVIOUS DECISIONS AND THERE WAS A NEED TO ADDRESS HUMANITARIAN CONCERNS. WHEN THE COUNCIL HAD PASSED ITS EARLIER RESOLUTIONS, IT WAS KNOWN THAT IT WOULD AFFECT PEOPLES AND NATIONS. A FRAMEWORK WAS CLEARLY NEEDED TO DEAL WITH THE LARGE NUMBER OF URGENT REQUESTS NOW COMING IN. IT WAS CLEAR THAT ONCE A DECISION HAD BEEN TAKEN ON THE FIVE'S DRAFT RESOLUTION, A DECISION WOULD ALSO BE TAKEN ON THE REQUESTS BY INDIA AND OTHERS. THE NON-ALIGNED SHOULD MEET ONCE THE REPRESENTATIVES OF THE FIVE HAD LEFT AND TRY TO REACH A COMMON POSITION.

13. THE NON-ALIGNED MEMBERS OF THE COUNCIL CONTINUED MEETING AFTER WE HAD LEFT. THE CUBANS SUBSEQUENTLY CIRCULATED A DRAFT RESOLUTION (TEXT IN MY SECOND IFT) SETTING OUT THEIR VIEWS AND THOSE OF THE YEMENIS. IF THEY INSIST ON PUTTING IT TO THE SECURITY COUNCIL ON 13 SEPTEMBER, IT IS LIKELY TO RECIEVE SHORT SHRIFT.

## COMMENT

14. BARRING UNFORESEEN DIFFICULTIES AMONG THE NON-ALIGNED, IT SEEMS LIKELY THAT ONLY CUBA, YEMEN, AND JUST POSSIBLY COLOMBIA WILL NOT VOTE FOR THE FIVE'S DRAFT RESOLUTION WHEN IT COMES TO THE THE SECURITY COUNCIL ON 13 SEPTEMBER. THE NON ALIGNED TEXT ON THE DESPATCH OF THE INDIAN SHIP CAN THEN BE ADOPTED BY CONSENSUS IN THE SANCTIONS COMMITTEE (OR IF THE NON-ALIGNED INSIST, AS A STATEMENT BY THE PRESIDENT OF THE SECURITY COUNCIL). AFTER THEIR DISCUSSION WITH THE FIVE, THE NON-ALIGNED MAY WELL ADD A SECTION ON THE NEED FOR THIRD COUNTRY NATIONALS TO BE EVACUATED FROM KUWAIT AND IRAQ. THIS SHOULD PRESENT US WITH NO DIFFICULTIES.

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