

~~SECRET~~



~~SECRET~~

THE WHITE HOUSE
WASHINGTON
November 26, 1996

THE PRESIDENT HAS 3726
1-27-96

96 NOV 26 PM8:02

195568

ACTION

MEMORANDUM FOR THE PRESIDENT

FROM: ANTHONY LAKE 

SUBJECT: Eastern Zaire/Rwanda: Response to Canadian
Proposal for Deployment of Multinational Force to
Central Africa

Purpose

To decide whether or not to support the Canadian proposal for
deployment of a multinational force (MNF) to Central Africa.

Background

Following the Stuttgart planning session, the Government of
Canada (GOC) today presented a specific proposal for a
multinational humanitarian mission in Central Africa and
requested a formal response from potential troop contributors
within 36 hours.

The Canadian Proposal

Canada is proposing the immediate establishment of a
multinational force (MNF) with the mission of facilitating the
delivery of humanitarian assistance and facilitating voluntary
refugee repatriation. The MNF would perform the following tasks:

- Establish MNF Headquarters (HQ) in Entebbe, Uganda and Kigali,
Rwanda. There would be no HQ in Zaire. Any decision to
deploy the HQ to Zaire must be taken subsequently by consensus
of key troop contributors represented on the planned
multinational Steering Board.
- Place existing national forces in the theater (airlift control
elements, psyops, aerial reconnaissance etc.) under Canadian
operational control.

~~SECRET~~

Reason: 1.6, x4
Declassify On: 11/26/21

cc: Vice President
Chief of Staff

~~SECRET~~
CLINTON LIBRARY PHOTOCOPY

~~SECRET~~

2

~~SECRET~~

- Deploy 350-person Canadian military Disaster Assistance team (DART) to Entebbe and possibly to Rwanda. The DART would not deploy to Zaire unless there is a subsequent consensus among key troop contributors to do so.
- Plan, prepare and execute air-drops of supplies in Zaire, if necessary, to assist populations in need. The airdrop operation would be conducted from Entebbe. While aware of the drawbacks of airdrops, Canada seeks our agreement now to give the Force Commander (FC) authority to decide whether to execute airdrops in Zaire. The GOC would like the U.S. and others to participate in the airdrop operation.

Unresolved Issues: Canada has not defined the force structure, although we estimate it would consist of 1000-2000 persons. Nor has it defined the role for African countries. We continue to stress the importance of significant African participation in the force. Canada has not yet secured the consent of the Governments of Rwanda and Uganda for this operation. Finally, Canada is soliciting at least 2,000 troops to participate in a potential convoy security operation in Eastern Zaire but does not have sufficient pledges to date. Canada agrees any decision to conduct convoy security operations in Zaire must be taken subsequently by consensus of key troop contributors.

Proposed U.S. Response

State, OSD, JCS, OVP and NSC recommend the U.S. convey to Canada our willingness to participate in the following MNF activities:

- Establish Multinational Headquarters.
- Place existing national forces in the theater under Canadian operational control.
- Plan for airdrops, issue alert order and take other necessary steps to enable execution within 48 hours. The decision to execute must be made subsequently by the Steering Board.
- Support deployment of the Canadian DART team to Entebbe or Rwanda, provided any decision to deploy to Zaire must be taken subsequently by the Steering Board.

U.S. agreement to and participation in the MNF should be predicated, however, on fulfillment of the following conditions;

- Establishment of a Steering Board -- the composition, mandate and voting procedures of which are acceptable to the USG.
- Formal agreement of the Governments of Rwanda and Uganda to the deployment, including status of forces agreements.

~~SECRET~~

~~SECRET~~

CLINTON LIBRARY PHOTOCOPY

~~SECRET~~

3

~~SECRET~~

- Significant African participation in the mission.
- Agreement on appropriate rules of engagement.
- Confirmation of the command and control arrangements agreed bilaterally with Canada.

OK
AID, OMB and USUN support the above proposal as well. However, AID is concerned that, by deferring any decision to deploy assets for airdrops at this time, we may look irresponsible if later we learn there is a dire need and our response is delayed 48 hours. OMB notes the U.S. costs of this operation are likely to be substantially below the estimates made for the original MNF proposal. U.S. forces currently on the ground (approximately 430) could cost \$25 mill. or less; potential U.S. participation in an expanded mission would increase this estimate. As planning proceeds, we would need to address those costs and review potential ways of offsetting them. USUN recommends the U.S. not object to other countries' pre-positioning assets in the region for airdrops; however, it thinks the U.S. should not do so and any decision to execute must be made by the Steering Board.

Other Countries' Perspectives

We anticipate that Canada will not be satisfied with the proposed U.S. response and will continue to insist on immediate authority to conduct airdrops. The GOC feels under substantial political pressure to 'do something' in Zaire. DOD thinks advance authorization of airdrops is imprudent and strongly recommends we not cede this point. We do not know whether Canada will accede to the U.S. position or decide to proceed without us. Several other countries have expressed in New York a preliminary readiness to support the Canadian proposal, including France, Belgium, Ireland, Uganda, Denmark, Senegal and Portugal. (They do not yet have final positions from capitals.) Key UN agencies also support the Canadian proposal as the best means of getting an operation launched. However, UNHCR and the UN Department of Peacekeeping Operations note that airdrops are potentially dangerous and the least desirable method of delivering assistance.

RECOMMENDATION

That you approve the proposed U.S. position outlined above for transmission to Canada as soon as possible.

Approve _____

Disapprove _____

*approved
rally to sh*

11/28/96

(S)

~~SECRET~~

~~SECRET~~

CLINTON LIBRARY PHOTOCOPY

PHOTOCOPY
WJC HANDWRITING