

TRP

OO RUEHC RUESBG RUEHBS RUEHCV RUEHGT RUEHLD
RUEHMD RUESMG RUEHME RUEHZP RUFHFR RUEHRO
RUEHSJ RUEHSN RUEHKO RUEHDT
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TEGUCIGALPA 7704/01

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Chro

FM AMEMBASSY TEGUCIGALPA
TO RUEHC / SECSTATE WASHDC IMMEDIATE 599Z
INFO RUESBG / AMEMBASSY BOGOTA 1238
RUEHBS / AMEMBASSY BRUSSELS 0033
RUEHCV / AMEMBASSY CARACAS 1433
RUEHGT / AMEMBASSY GUATEMALA 0396
RUEHLD / AMEMBASSY LONDON 0272
RUEHMD / AMEMBASSY MADRID 0213
RUESMG / AMEMBASSY MANAGUA 5189
RUEHME / AMEMBASSY MEXICO 1668
RUEHZP / AMEMBASSY PANAMA 3023
RUFHFR / AMEMBASSY PARIS 0279
RUEHRO / AMEMBASSY ROME 0184
RUEHSJ / AMEMBASSY SAN JOSE 8543
RUEHSN / AMEMBASSY SAN SALVADOR 9396
RUEHKO / AMEMBASSY TOKYO 0081
RUEHDT / USMISSION USUN NEW YORK 1277
BT

CLASS: SECRET
CHRG: PROG 7/23/83
APPRV: AMB:JDNEGROPONT
CRTD: AMB:JDNEGROPONT
CLEAR: NONE
DISTR: AMB DGM POL

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SECTION 01 OF 02 TEGUCIGALPA 07704

EXDIS

DECAPTIONED

BRUSSELS ALSO FOR USEC

E.O. 12356: DECL: OADR
TAGS: PREL, UNSC, OAS, SOPN, PROP, XX
SUBJECT: COMMENT ON CANCUN/CONTADORA COMMUNIQUE

REF: PANAMA 6813

1. ~~SECRET~~ - ENTIRE TEXT

2. SUMMARY AND ACTION REQUESTED: EMBASSY SEES SERIOUS SHORTCOMINGS IN CANGUN DECLARATION, AMONG THEM OMISSION OF REFERENCE TO DEMOCRACY, WITHDRAWAL OF FOREIGN ADVISORS AND REDUCTION OF SIZE OF ARMED FORCES IN OPERATIVE PROVISIONS. ALSO WE NOTE WITH CONCERN APPARENT STEP-BY-STEP RATHER THAN COMPREHENSIVE APPROACH OF DOCUMENT AND PRIORITY TO BORDER ISSUES AMONG "SPECIFIC DIFFERENCES" WHICH DECLARATION RECOMMENDS BE FIRST ADDRESSED AMONG CENTRAL AMERICAN COUNTRIES. WE RECOMMEND GREATER WARINESS IN ENDORSING CONTADORA PROCESS AND MORE VOCAL SUPPORT OF POSITIONS ADOPTED BY OUR CENTRAL AMERICAN FRIENDS. SPECIFICALLY, WE BELIEVE IT WOULD GIVE OUR CENTRAL AMERICAN FRIENDS A BIG BOOST IF WE COULD PUBLICLY ENDORSE THE JOINT PRESS COMMUNIQUE THEY ISSUED AFTER THEIR JULY 19-20 MEETING IN GUATEMALA. END SUMMARY.

3. WE AGREE WITH PANAMA THAT OPERATIVE PROVISIONS OF CANGUN DECLARATION TEND TO LET NICARAGUA OFF THE HOOK. WE NOTE ESPECIALLY THAT THE "TEN AGREEMENTS" DO NOT RPT NOT INCLUDE PROVISION FOR WITHDRAWAL OF FOREIGN ADVISORS; NOR

Dept of State, RPS/IPS, Margaret P. Grafeld, Dir.
(6) Release () Excise () Deny () Declassify
Date 6/2/98 Exemption

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REDUCTION OF THE SIZE OF ARMED FORCES OF EACH CENTRAL AMERICAN COUNTRY TO STRICTLY DEFENSIVE NEEDS. AS DEPARTMENT ITSELF HAS NOTED IN ITS PRESS GUIDANCE MOST OF THE GOOD STUFF IN THE CANCUN COMMUNIQUE IS SCATTERED AROUND IN NON-OPERATIVE SECTIONS. BUT LACK OF REFERENCE TO ADVISORS AND SIZE OF ARMED FORCES IN THE "TEN COMMITMENTS" ARE SERIOUS OMISSIONS. AFTER ALL, APART FROM THE DEMOCRACY ISSUE, WHICH ISN'T LISTED EITHER, THESE ARE TWO OF THE THREE MOST IMPORTANT SECURITY CONCERNS OF OUR CENTRAL AMERICAN FRIENDS - EXPORT OF REVOLUTION BEING THE THIRD.

4. THERE ARE A COUPLE OF OTHER TROUBLESOME FEATURES WE SEE IN CANCUN DOCUMENT. FIRST, AND PERHAPS FOREMOST, THERE IS NOTHING IN THEIR DOCUMENT WHICH SUGGESTS THAT THIS IS A COMPREHENSIVE PACKAGE DEAL. TO THE CONTRARY, THE PLETHORA OF PROPOSALS IN THE DECLARATION (MANY OF THEM PROCEDURAL AND REPETITIVE) SUGGEST A SOMEWHAT HELTER-SKELTER AND STEP-BY-STEP APPROACH, PERMITTING DIFFERENT PARTIES TO PICK AND CHOOSE THE POINTS THEY WISH.

5. ANOTHER DISCONCERTING FEATURE IS THAT IN THE PARAGRAPH IMMEDIATELY AFTER THE "TEN COMMITMENTS", THE DOCUMENT STATES THAT THE "TASK OF SETTLING SPECIFIC DIFFERENCES AMONG COUNTRIES SHOULD START WITH THE SIGNING OF MEMORANDA OF UNDERSTANDING AND THE CREATION OF MIXED COMMISSIONS THAT WILL ALLOW THE PARTIES TO DEVELOP JOINT ACTIONS AND GUARANTEE THE EFFECTIVE CONTROL OF THEIR TERRITORIES, ESPECIALLY ALONG BORDER AREAS". THIS LANGUAGE CAN EASILY BE CONSTRUED TO MEAN THAT THE FIRST SPECIFIC STEP ADVOCATED BY THE CONTADORA GROUP IS RESOLUTION OF THE HONDURAS/NICARAGUA BORDER. SO, AFTER WADING THROUGH ALL THE VERBIAGE, ARE WE NOT RIGHT BACK AT A MORE ELEGANT AND BETTER DISGUISED VERSION OF THE 1932 FRENCH/MEXICAN PROPOSAL? ALSO, NOTE THAT WHEN IT COMES TO "SPECIFIC DIFFERENCES", WHICH IS WHAT WE HAVE TO DEAL WITH IN THE REAL WORLD, THE ABOVE-QUOTED LANGUAGE CLEARLY IMPLIES A STEP-BY-STEP APPROACH.

6. SO ALL IN ALL WE WOULD ADVOCATE EXTREME WARINESS IN OUR ANALYSES OF AND PRONOUNCEMENTS ON THE CANCUN DECLARATION. ITS OPERATIVE PROVISIONS DO NOT DEAL WITH ADVISORS, SIZE OF ARMED FORCES OR DEMOCRACY; AND IN REGARD TO "SPECIFIC DIFFERENCES" AMONGST CENTRAL AMERICAN STATES, IT SUGGESTS BORDER ISSUES BE DEALT WITH FIRST. INDEED, THE

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MORE YOU LOOK AT THE DOCUMENT, THE WORSE IT LOOKS FROM THE POINT OF VIEW OF OUR CENTRAL AMERICAN FRIENDS.

7. THIS BRING US TO ONE FINAL POINT AND THAT IS THE ARTICULATION OF OUR SUPPORT FOR THE CONTADORA PROCESS. WE BELIEVE OUR SUPPORT UP TO NOW HAS AT TIMES GIVEN THE IMPRESSION OF UNQUALIFIED ENDORSEMENT WHEREAS IN FACT OUR POLICY IS TO SUPPORT OUR CENTRAL AMERICAN FRIENDS. IN THE PAST WE HAVE SUGGESTED THAT THERE MAY COME A TIME WHEN WE WILL HAVE TO TAKE SIDES AND ACTUALLY OPOSE OR SERIOUSLY DISAGREE WITH SOME ASPECT OF WHAT THE CONTADORA GROUP IS ADVOCATING. SO WE BELIEVE EMPHASIS IN OUR PUBLIC AFFAIRS POLICY SHOULD BE OUR STRONG SUPPORT FOR A CENTRAL AMERICAN SOLUTION TO CENTRAL AMERICAN PROBLEMS. AND IN THIS CONNECTION WE ADVOCATE MORE FREQUENT PUBLIC MANIFESTATIONS OF SUPPORT FOR POSITIONS ADOPTED BY THE CENTRAL AMERICAN FOUR AS A COUNTERWEIGHT TO POTENTIAL PRESSURES FROM CONTADORA GROUP TO MAKE CONCESSIONS UNACCEPTABLE TO OUR CENTRAL AMERICAN FRIENDS. A GOOD PLACE TO START MIGHT BE FOR USG TO EXPRESS ITS PUBLIC SUPPORT FOR THE PRESS COMMUNIQUE ISSUED BY THE CENTRAL AMERICA FOUR AT THEIR JULY 19-20 MEETING. NEGROPONTE

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