DECAPIRONED

BRUSSELS ALSO FOR USEC

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

REF: PANAMA 8813

1. [TEXT REDACTED] ENTIRE TEXT

2. SUMMARY AND ACTION REQUESTED: EMBASSY SEES SERIOUS SHORTCOMINGS IN CANCUN 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. AND SUMMARY.

3. WE AGREE WITH PANAMA THAT OPERATIVE PROVISIONS OF CANCUN DECLARATION TEND TO LET NICARAGUA OFF THE HOOK. WE NOTE ESPECIALLY THAT THE "TEN AGREEMENTS" DO NOT INCLUDE PROVISION FOR WITHDRAWAL OF FOREIGN ADVISORS; NO
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 CUNCIN COMMUNIQUE IS SCATTERED AROUND IN NON-OPERATIVE SECTION. 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 CUNCIN 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-SCENTERED AND STEP-BY-STEP APPROACH, PERMITTING DIFFERENT PARTIES TO PICK AND CHOOSE THE POINTS THEY WISH.


6. SO ALL IN ALL WE WOULD ADVOCATE EXTREME WARIENCE IN OUR ANALYSES OF AND PRONOUNCEMENTS ON THE CUNCIN 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
More you look at the document, the worse it looks from the point of view of our Central American friends.

7. This brings 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 oppose 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 communiqué issued by the Central America four at their July 19-20 meeting. Negroponte