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R 230843Z JUL 93
FM AMEMBASSY KIGALI
TO SECSTATE WASHDC 4326
INFO SECDEF WASHDC //USDP:ISA/DP//
USCINCEUR VAHINGEN GE //ECJ4-SA/ECJ5//
USMISSION USUN NEW YORK
AMEMBASSY BONN
AMEMBASSY BRUSSELS
AMEMBASSY DAR ES SALAAM
AMEMBASSY KAMPALA
AMEMBASSY LONDON
AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 01 OF 03 KIGALI 02732

DEPT FOR AF/C, AF/RA, AND IO

E.O. 12356: DECL: OADR
TAGS: PINS, PGOV, PREL, MASS, MARR, MOPS, EAID, RW
SUBJECT: RWANDAN MILITARY'S POINT OF VIEW ON
ASSISTANCE NEEDED FOR DEMOBILIZATION
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1. CONFIDENTIAL - ENTIRE TEXT

2. SUMMARY: OFFICERS FROM THE MINISTRY OF DEFENSE AND THE COMMISSION FOR DEMOBILIZATION PLANNING PRESENTED EMBOFF AND OSD/ISA REP WITH A CONCISE LIST OF SIX AREAS IN WHICH THE GOR WILL REQUIRE FINANCIAL AND/OR TECHNICAL ASSISTANCE. THEY INCLUDE: ORGANIZATION OF CANTONEMENT SITES, REPOSSESSION OF ARMS ILLEGALLY IN THE POSSESSION OF CIVILIANS, DEMINING OPERATIONS, PAYMENT OF DEMOBILIZATION

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BONUSES, TRAINING AND EDUCATION OF DEMOBILIZED SOLDIERS, AND PROVISION OF EMPLOYMENT FOR SOLDIERS NEEDING NO FURTHER EDUCATION/TRAINING. EACH AREA WAS DISCUSSED IN DETAIL, AND INFORMAL IDEAS AND SUGGESTIONS WERE EXCHANGED, BUT NO PROMISES WERE MADE OTHER THAN TO EXAMINE THE POSSIBILITIES. END SUMMARY.

3. OSD/ISA REP. LTC. HARVIN AND ECONOFF MET WITH LTC. NDENGEYINKA, TECHNICAL AFFAIRS COUNSELLOR TO THE MINISTER OF DEFENSE, AND MAJ. (GENDARMERIE) BAVUGAMENSHI, PRESIDENT OF THE GOR'S COMMISSION FOR DEMOBILIZATION PLANNING, ON JULY 16 TO DISCUSS DEMOBILIZATION ISSUES. THE TWO GOR OFFICERS WERE PREPARED WITH A LIST OF 6 AREAS IN WHICH THE GOR WILL REQUIRE SIGNIFICANT FINANCIAL AND/OR TECHNICAL ASSISTANCE FOR THE DEMOBILIZATION OF SOME 30,000 GOR AND RPF TROOPS ONCE A PEACE ACCORD IS SIGNED.

CANTONEMENT SITE ORGANIZATION:

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4. THE MILITARY PROTOCOLS OF THE ARUSHA PEACE ACCORD PROVIDE FOR THE CREATION OF CANTONEMENT SITES WHERE GOR AND RPF SOLDIERS WILL BE SCREENED FOR EITHER CONTINUED ARMED FORCES DUTY OR DEMOBILIZATION. WHILE IT IS LIKELY THAT THE GOR WILL USE ALREADY ESTABLISHED MILITARY CAMPS, NEW SITES MAY HAVE TO BE CREATED FOR THE RPF, EITHER IN THE DMZ OR IN THEIR OCCUPIED ZONE. SHELTER, WATER, AND SANITATION WILL BE NEEDED.

5. LTC. HARVIN NOTED THAT CANTONEMENT SITES NEED NOT, AND SHOULD NOT, BE TOO LUXURIOUS, CITING THE EXAMPLE OF ANGOLA WHERE SOLDIERS BECAME QUASI-PERMANENTLY INSTALLED IN THE SITES. HE ALSO ADVISED THAT SOLDIERS NOT BE KEPT IN CANTONEMENT TOO LONG: THESE SHOULD BE WAY STATIONS FOR SMALL NUMBERS OF SOLDIERS AT A TIME, WHO HAVE A CLEAR IDEA OF WHAT'S GOING TO HAPPEN TO THEM NEXT BEFORE THEY ARRIVE IN CANTONEMENT. LASTLY, HE NOTED THAT BOTH GOR AND RPF SOLDIERS SHOULD BE TREATED EQUALLY, MEANING THAT THE GOR SHOULD NOT BE IN WELL EQUIPPED MILITARY CAMPS WHILE THE RPF LIVES A SPARTAN TENT CAMP LIFE.

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DISARMING CIVILIANS:

6. GOR OFFICERS STATED THAT THERE ARE UNKNOWN NUMBERS OF RIFLES, PISTOLS AND HAND GRENADES ILLEGALLY IN CIVILIAN HANDS, EITHER PURCHASED FROM
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ARMY DESERTERS, PICKED UP ON THE BATTLE FIELD, OR OBTAINED FROM ZAIRE. THE GOR IS CONSIDERING THE BEST SOLUTION TO THIS PROBLEM TO BE A GOVERNMENT BUY-UP OF THESE ARMS, WHICH WILL REQUIRE DONOR FINANCIAL ASSISTANCE.

DEMINEING OPERATIONS:

7. GOR OFFICERS ADMITTED THAT THE EXTENT OF MINING IN THE COMBAT AREAS IS UNKNOWN, BUT WILL HAVE TO BE ADDRESSED. LTC. HARVIN NOTED THAT DEMINEING SHOULD BE CONSIDERED A CIVILIAN OPERATION, IN THAT A) DEMINEING

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OF LARGE AREAS OF FARMING LAND IS NOT THE SAME AS
DEMINEING A GIVEN PATH THROUGH WHICH TO CONDUCT
MILITARY OPS, AND B) IT IS USUALLY ACCOMPLISHED BY
CONTRACTING WITH A CIVILIAN FIRM. IN ANY CASE, ALL
AGREED THAT IT WOULD BE AN EXPENSIVE PROPOSITION.

DEMOBILIZATION BONUSES:

8. THE GOR OFFICERS REGRETTED THE FACT THAT THE
AMOUNT TO BE PAID TO EACH DEMOBILIZED SOLDIER HAD
BEEN INCLUDED IN THE ARUSHA MILITARY PROTOCOLS.
SOLDIERS TO CORPPRAL ARE TO RECEIVE RF 100 K (DOLS
715); TO STAFF SERGEANT, RF 200 K (DOLS 1,430); TO
ADJUTANT (WARRANT OFFICER), RF 300 K (DOLS 2,145); TO
CAPTAIN, RF 400 K (DOLS 2,860), AND MAJOR AND ABOVE,
RF 500 K (DOLS 3,575).

9. LTC. HARVIN AGREED THAT SETTING THE AMOUNTS
IN STONE WAS UNFORTUNATE. HOWEVER, HE SUGGESTED THAT
THE GOR CONSIDER RELEASING THE FUNDS TO A GIVEN

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SOLDIER IN TRANCHES, WITH EACH SUCCESSIVE PAYMENT
CONTINGENT UPON THE SOLDIER FULFILLING OBLIGATIONS.
FOR EXAMPLE, A SERGEANT MIGHT RECEIVE RF 75 K ON
DEPARTURE FROM CANTONEMENT, AND RF 125 K ON COMPLETION
OF SECONDARY SCHOOL. SHOULD HE DROP OUT OF SCHOOL,
OR BE ARRESTED FOR A CRIME, HIS BONUS IS FORFEITED.
THOSE SOLDIERS WHO DO NOT REQUIRE FURTHER EDUCATION
OR TRAINING -- MOST LIKELY ONLY COMMISSIONED OFFICERS
-- COULD RECEIVE THEIR BONUS IN A LUMP SUM, ALLOWING
A SMALL CAPITAL BASE FOR SOME KIND OF ENTREPRENEURIAL
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ACTIVITY. BUT AGAIN, ALL AGREED THAT THE FUNDS
NEEDED WILL BE SIGNIFICANT, AND MUST COME FROM
SOMEWHERE.

DEMOBILIZATION TRAINING:

10. MOST DEMOBILIZED SOLDIERS, WHATEVER THEIR RANK,
WILL REQUIRE SOME KIND OF TRAINING OR EDUCATION, EVEN
IF ONLY TO COMPLETE A PRIMARY OR SECONDARY SCHOOL
EDUCATION OR TO LEARN THE FRENCH LANGUAGE. THE
RWANDAN PRIMARY, SECONDARY, AND TECHNICAL SCHOOL
SYSTEMS ARE INADEQUATE FOR THE CURRENT SCHOOL AGE
POPULATION, LET ALONE A SUDDEN INFLUX OF TENS OF
THOUSANDS OF DEMOBILIZED SOLDIERS. ECONOFF NOTED
THAT EMBASSY HAD DEVOTED 85 PERCENT OF THE
AMBASSADOR'S SPECIAL SELF HELP FUND FOR AFRICA TO
SCHOOL RENOVATION AND CONSTRUCTION THIS YEAR,
SPECIFICALLY TO BEGIN ADDRESSING THIS PROBLEM, AND
THAT WE WERE LOOKING FOR OTHER SOURCES OF FUNDS FOR
THE SAME PURPOSE.

EMPLOYMENT:

11. THERE WILL BE A NUMBER OF SOLDIERS, SUCH AS
COMMISSIONED OFFICERS, WHO ARE ADEQUATELY TRAINED
AND EDUCATED TO ENTER THE JOB MARKET DIRECTLY. THE
PUBLIC SECTOR WILL NOT BE ABLE TO ABSORB THEM -- THE
TERMS OF RWANDA'S STRUCTURAL ADJUSTMENT PROGRAM
ALLOWS THE GOR TO HIRE ONLY ONE NEW CIVIL SERVANT FOR
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EVERY THREE WHO LEAVE THE PUBLIC SECTOR.

12. THE GOR OFFICERS THOUGHT THAT A POSSIBLE SOLUTION COULD BE REQUIRING NEW DEVELOPMENT PROJECTS TO FAVOR QUALIFIED DEMOBILIZED SOLDIERS AS CANDIDATES FOR EMPLOYMENT. LTC. HARVIN STATED THAT WHILE AFFIRMATIVE ACTION PROGRAMS WERE NOTHING NEW, SOMEONE'S OX WILL BE GORED IN THE PROCESS. HE SUGGESTED THAT ANY SUCH PROGRAM BE CLEARLY EXPLAINED TO THE CIVILIAN POPULATION, AND THAT A DEFINITE TIME LIMIT BE SET ON ITS IMPLEMENTATION. HE NOTED THAT

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CIVILIAN FIRMS INVOLVED IN DEMINING PROGRAMS OFTEN
HIRE LOCAL PERSONNEL, AND THAT THIS COULD PROVIDE AT
LEAST SOME LIMITED, SHORT-TERM EMPLOYMENT TO
QUALIFIED MILITARY ENGINEERS AND LABOR.

13. ANOTHER OPTION DISCUSSED WAS THE ESTABLISHMENT
OF A FUND FOR THE DEVELOPMENT OF SMALL SCALE
ENTERPRISES. PART OF THE FUND WOULD BE USED TO PAY
FOR TECHNICAL ADVICE; THE REST FOR LOANS. LTC.
HARVIN NOTED THAT THE LOANS WOULD NEED TO BE
CAREFULLY ADMINISTERED, TO MAKE SURE THAT PROJECTS
WERE FEASIBLE AND APPROPRIATELY DISTRIBUTED
GEOGRAPHICALLY.

COMMENT:

14. THE GOR'S INTERMINISTERIAL DEMOBILIZATION
PLANNING COMMISSION WAS SET UP UNDER THE MINISTRY OF
PLAN, AND PRESIDED OVER BY MAJOR BAVUGAMENSHI. IT
BEGAN MEETING IN APRIL, 1992; FROM AMONG THE DONOR
COMMUNITY ONLY THE USG WAS REPRESENTED IN ITS
MEETINGS, AND ONLY THE MINISTRY OF DEFENSE'S
REPRESENTATIVES WORKED SERIOUSLY THROUGHOUT. ITS
MANDATE WAS TO DEVELOP PRELIMINARY IDEAS AND PLANS OF
ACTION FOR THE DEMOBILIZATION PROCESS.

15. WE WERE IMPRESSED BY THE GOR OFFICERS'
PREPARATION AND WILLINGNESS TO DISCUSS THORNY
ISSUES. THE OFFICERS WERE NOT HAPPY WITH MANY OF THE
PROVISIONS OF THE ARUSHA MILITARY PROTOCOLS, BUT

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STATED THAT, AS THESE PROTOCOLS DEFINED THEIR
MISSION, THIER DUTY WAS TO DETERMINE HOW TO
ACCOMPLISH IT.

16. THE COST OF DEMOBILIZATION WILL BE HIGH, BUT IS
AS YET UNKNOWN. EVEN BASE LINE DATA, SUCH AS THE
NUMBER OF RPF SOLDIERS TO BE DEMOBILIZED, THEIR
EDUCATION LEVELS, ETC. ARE UNKNOWN. CONSIDERABLE
PLANNING, FINANCIAL AND TECHNICAL ASSISTANCE WILL BE
REQUIRED IF THE GOR IS NOT TO SIMPLY HAND OUT CASH
PAYMENTS AND SEND SOLDIERS OFF TO AN UNCERTAIN FUTURE
IN THE HILLS.

17. EMBASSY APPRECIATED LTC. HARVIN'S CONTRIBUTION
TO THIS DISCUSSION AND HIS WILLINGNESS TO SHARE WITH
US AND WITH RWANDAN INTERLOCUTORS THE VAST EXPERIENCE
HE HAS HAD WITH OTHER AFRICAN COUNTRIES WHERE SIMILAR
ISSUES AND PROBLEMS HAVE BEEN DEALT WITH. HARVIN'S
VISIT WAS VALUABLE TO THIS MISSION ON DEMOBILIZATION
PLANNING, PEACEKEEPING CONSIDERATIONS, AND IN
DEMONSTRATING A CONTINUING INTEREST IN THE IMPORTANT
MILITARY SECTOR OF THE CHANGING RWANDAN POLITICAL
SYSTEM. END COMMENT.
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