

FOIA MARKER

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Folder Title:

Somalia Files, 1992-1993 [loose] [11]

Staff Office-Individual:

Transnational Threats-Clarke, Richard

Original OA/ID Number:

3827

Row:	Section:	Shelf:	Position:	Stack:
49	4	7	1	V

Withdrawal/Redaction Sheet

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001a. fax	Fax Coversheet [partial] (1 page)	03/23/1993	P3/b(3)
001b. cable	Re: U.S. Diplomatic Strategy for Improving on Peacekeeping (4 pages)	03/23/1993	P1/b(1)
002a. fax	Fax Coversheet [partial] (1 page)	03/24/1993	P3/b(3)
002b. paper	U.S. Diplomatic Strategy for improving UN Peacekeeping Tactics and Timing (2 pages)	03/00/1993	P1/b(1)
003a. fax	Fax Coversheet [partial] (1 page)	03/22/1993	P3/b(3)
003b. paper	The Role of Peacekeeping (21 pages)	03/00/1993	P1/b(1)
004a. fax	Fax Coversheet [partial] (1 page)	03/23/1993	P3/b(3)
004b. cable	[Duplicate of 001b] (4 pages)	03/23/1993	P1/b(1)
005. report	Contribution to Presidential Review Directive/NSC-13 (14 pages)	03/22/1993	P1/b(1)
006a. fax	Fax Coversheet [partial] (1 page)	03/22/1993	P3/b(3)
006b. paper	Criteria for Use of Regional Organizations (21 pages)	03/00/1993	P1/b(1)

COLLECTION:

Clinton Presidential Records
National Security Council
Transnational Threats (Clarke, Richard)
OA/Box Number: 3827

FOLDER TITLE:

Somalia Files, 1992-1993 [loose] [11]

2012-0659-F
ke4217

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
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RR. Document will be reviewed upon request.

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Richard A. Clarke
(SVTS) on Peacekeeping PRD
Thursday, March 25, 1993, 1:30 PM
Sit Room

PHOTOCOPY PRESERVATION

COMPARISON OF NSD-74, PERM FOUR MESSAGE, AND CURRENT STATUS
OF

RAFT WORKING
APER
US INITIATIVES TO ASSIST AND IMPROVE
UN HUMANITARIAN AND PEACEKEEPING OPERATIONS

NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Funding: The US shall review how we fund peacekeeping and explore new ways to ensure adequate American financial support for UN peacekeeping and UN humanitarian activities. NSD 74, paragraph 3.	• Not addressed	• DOD costs for peacekeeping will be funded from a new account created for this purpose and managed by ASD for Democracy and Peacekeeping. • The DOD budget for FY-94 proposes \$300M for ongoing and new peacekeeping initiatives.	• DOD/DOS resolve reimbursement issue. • DOS needs to address problem of arrears.

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PAPER

NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Funding: US will actively seek a more equitable financing that will assign a larger share to other member states. <i>NSD 74, paragraph 3.</i>	• Not addressed	• DOS is seeking a more equitable financing of UN peacekeeping operations that would assign a larger share to other member states and reduce the US percentage to 25%	• DOS/USUN solicit UN agreement to reduce the US peacekeeping assessment to 25%
Forces: US should urge nations to provide military units for possible peacekeeping operations and humanitarian relief. Forces should be available on short notice. <i>NSD 74, paragraph 5.</i>	• Urged rapid follow-up on UNSC President's statements of 10/29 and 11/30 which encouraged member states to inform the UNSYG of their willingness to provide forces or capabilities to the UN for peacekeeping and the types of units/capabilities that might be available on short notice • Proposed notification to the UN of specific forces or capabilities that could be available for the full spectrum of peacekeeping or humanitarian operations	• US is on record with the UN that virtually the entire range of US military capabilities is, in principle, available to the UN, decision to be made on a case-by-case basis	• Respond to UN requests on a case-by-case basis

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Forces: US forces will emphasize training of its combat, engineering and logistical units for the full range of peacekeeping and humanitarian relief. <i>NSD 74, paragraph 5.</i>	• Not addressed	• Various schools throughout DOD have incorporated peacekeeping into their curricula and continue to improve the courses with lessons learned from Yugoslavia, Somalia, Cambodia, Western Sahara and Kuwait • Proposal for CINCLANT to be the focal point for sourcing and training for US military support of UN operations	• When LANTCOM stands up, enter into discussions with UN on training • Formally include peacekeeping and humanitarian relief into curricula guidance for appropriate schools
Forces: US will work with the UN on how best we could employ our lift, logistics, communications, and intelligence capabilities to support peacekeeping. <i>NSD 74, paragraph 5.</i>	• Identify to the UN how best the US could employ its lift, logistics, communications and intelligence capabilities	• Intelligence proposals and architecture demonstrations in support of Somalia and Yugoslavia operations • Joint Staff is now attempting to install a modern intelligence capability for the UN; encountering legal and money problems.	• Provide the UN the information on our capabilities as discussed in the PERM-4 message • Encourage UN to formally request US intelligence support. • Resolve legal and financial problems with UN intelligence center.
Forces: US will provide the UN with information on what we believe are our potentially unique contributions (e.g. strategic lift, logistic support, communications, medical). <i>NSD 74, paragraph 5.</i>	• Not addressed	• Being done on a case by case basis -- Somalia and Yugoslavia are examples.	• Recognize need to fund these capabilities • Respond to specific requests for capabilities • Maintain US logistics planners on UN staff to facilitate interface

NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Equipment: US should propose that member states provide the UN on a regularly updated basis with information about the equipment they would in principle be willing to provide to equip other nations' contingents, subject to a case by case national review. <i>NSD 74, paragraph 6.</i>	• Proposed stockpiling and interoperability of equipment most likely to be used in peacekeeping and humanitarian operations • Offered non-sensitive equipment, drawn from excess defense articles, pre-positioned overseas stocks, and other sources for a peacekeeping and humanitarian stockpile • Pledged to make available products of advanced technologies (e.g. weather, warning, monitoring and verification, general satellite surveillance, remote sensing)	• US has responded to UN questionnaire on range of US military resources available, in principle, on a case by case basis for UN operations. • US has agreed, in principle, to make equipment available for all current UN operations • US has provided theater imagery and intelligence support for UNSCOM	• Find out what equipment UN wants stockpiled • Determine availability of equipment. • Determine legal basis for turnover to UN • Establish the data bank at the UN in which equipment information could be entered • Incorporate data into data base planning process (e.g. Early Response Package) • Need UN request for US intelligence support for UN operations in Somalia and Yugoslavia
Equipment: US should state its willingness to provide such [equipment] information. <i>NSD 74, paragraph 6.</i>	• Proposed enhancing UN stockpiles of equipment • Offered non-sensitive equipment, drawn from excess defense articles, pre-positioned overseas stocks, and other sources for a peacekeeping and humanitarian assistance stockpile	• Logistic planners in support of Somalia operations have provided lists of capabilities and load measures to support equipment requirements	• Establish storage site(s) • Gather equipment at storage sites • Update UN database as equipment is made available

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Equipment: US should prepare a submission of information [about the equipment it would, in principle, be willing to provide to other nations' contingents]. <i>NSD 74, paragraph 6.</i>	• Not addressed	• See items 7 & 8	• See items 7 & 8
Humanitarian Relief: US should urge member states to designate stockpiles of resources necessary to meet humanitarian emergencies, including famines, floods, and civil disturbances. <i>NSD 74, paragraph 7.</i>	• Proposed DHA develop standard early response "packages" for various typical emergencies • Offered to provide lists of capabilities and relief supplies that could be made available on a case-by-case basis		• DOS coordinate with UN and NGO/PVOs to establish emergency response package

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Humanitarian Relief: US should explore with the UN and member states enhancement of the combined civilian and military emergency humanitarian relief capability of the UN. <i>NSD 74, paragraph 7.</i>	• Proposed DHA procedures be modified and staffing increased • Proposed each UN humanitarian agency create a core crisis response group that would coordinate operations with DHA • Proposed USYG/HA should appoint a single, experienced field coordinator, to whom logistical control and coordination of humanitarian assistance flows could be delegated • Offered to share information on potential disasters and disaster planning • Offered to detail military or civilian experts to DHA • Offered additional experienced personnel to DHA for surge capacity/task force membership • Offered to develop and provide a list of government and private individuals/organizations with expertise in various facets of humanitarian assistance	• Seconded officers to UN headquarters to assist in logistic planning • Established Civilian-Military Operations Center (CMOC) in Mogadishu to serve as a model for joint civilian-military coordination for disaster response.	• Carry out US offers of assistance contained in NSD-74 and the PERM-4 message • Make Mogadishu CMOC a model for future civilian-military coordination.

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Humanitarian Relief: US should urge the UN to conduct pre-crisis planning and coordination, including designating stockpiles of supplies which could be made quickly available for humanitarian relief [and to] develop and identify various human and technical resources which could be drawn upon to support teams formed to deal with specific emergencies. <i>NSD 74, paragraph 7.</i>	• Proposed that DHA should be able to draw on information and data from the Plans and Current Operations Directorate and its Information Center • Proposed that the declaration of an emergency should trigger identifiable amounts of pre-budgeted funds from each UN agency	• Provided experts to assist in the deliberate planning process	• DOS/OFDA should work with UN to strengthen pre-crisis planning and coordination process.
Humanitarian Relief: US should state its willingness in principle to participate in such [humanitarian] activities and should prepare an operational concept and notional US contribution. <i>NSD 74, paragraph 7.</i>	• Proposed stronger coordination mechanisms for response to humanitarian emergencies • Offered to provide lists of capabilities and relief supplies that could be made available on a case-by-case basis		• DOS/OFDA prepare an operational concept

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Intelligence: US will broaden its support for monitoring, verification, reconnaissance, and other requirements of UN peacekeeping and humanitarian assistance. <i>NSD 74, paragraph 8.</i>	• Not addressed per se; proposed creation of an information center within a UN Executive Secretariat. The duties of the Information Center would be to provide a 24-hour, real time link between the UN headquarters and field operations • Offered assistance in designing, funding, and setting up the information center	• US has provided theater imagery and intelligence support for UNSCOM. • Intelligence support for Cambodia and other UN operations • US is assisting UN in design of modern intelligence center (section 5).	• Continue development of current US intelligence community UN support architecture using discrete paths to pass level I and level II information • Encourage UN to request US intelligence support • Continue assisting UN to make intelligence center operational
Planning: US is willing to provide its military expertise to strengthen planning and operations for peacekeeping. <i>NSD 74, paragraph 9.</i>	• Offered to provide military and civilian experts to help man the Plans and Current Operations Directorate and Executive Secretariat (including the Information Center) • Offered to provide experts to the current peacekeeping staff in advance of any reorganization	• Provided US military planners to assist in planning for UNOSOM II at UN headquarters	• DOD/DOS should provide full-time personnel to UN when requested.

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Planning: US will propose creation of a professional peacekeeping headquarters staff for planning and operations. <i>NSD 74. paragraph 9.</i>	• Proposed creation of a Plans and Current Operations Directorate reporting to USYG for Peacekeeping; the duties of the directorate would be : • Plans Division would provide planning and determine force, equipment, logistical, transportation, demining, and information requirements. It would also maintain the data base of forces and equipment notified to UN as available on case-by-case basis and establish training standards and requirements • Current Operations Division would provide crisis management, coordination and monitoring of current operations in each UN field command • Logistic and Transportation responsibilities would be transferred from FOD to the Plans and Operations Directorate under the USYG for Peacekeeping • A special demining office would be part of the Plans and Current Operations Directorate		• Gain support of UN Secretariat and key member states for creation of Information Center and Plans and Current Operations Directorate • Offer to lead or participate in a UN study to determine: 1) Functions of the information center; 2) C3 capabilities required for information center; 3) Structure and staffing of information center; 4) Functions and plans of Plans and Current Operations Directorate (PCOD); 5) C3 capabilities, structure, and staffing required for PCOD; • Offer expertise and support in developing, staffing, and equipping PCOD

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Planning: US will offer to provide expert personnel and technical assistance for such a [planning and operations] staff and assist in the creation and management of a peacekeeping operations center. <i>NSD 74, paragraph 9.</i>	• Offered to provide military and civilian experts to help man the Plans and Current Operations Directorate and Executive Secretariat	• Offered to provide military and civilian experts to help man the Plans and Current Operations Directorate and Executive Secretariat	• Respond to UN with assistance when requested
Planning: US will encourage greater cooperation among UN offices responsible for planning, implementing, and providing financial and logistical support to UN peacekeeping operations. <i>NSD 74, paragraph 9.</i>	• Proposed expansion and appropriate reorganization of the UN Secretariat staff to increase information flow and enhance planning capability		

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PAPER**

NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Training: US will promote multilateral peacekeeping training, exercises, simulations, and leadership development. <i>NSD 74, paragraph 10.</i>	• Proposed training of multilateral staff and forces drawn from potential forces or capabilities notified to the UN • Proposed creation of a UN training center to enhance unilateral and combined training of staffs and forces for peacekeeping and humanitarian relief operations • Proposed conducting multinational peacekeeping exercises • Proposed UN agencies, NGOs, and international donors conduct joint civilian/military training exercises to identify and correct weaknesses in the international community's response to humanitarian emergencies • Offered to establish contact and dialogue with UN staff, leadership of international peacekeeping training courses and other nations wishing to contribute to expansion of peacekeeping training • Offered to provide a facility for the creation of a new UN training center • Offered technological expertise in creating simulations and gaming for peacekeeping and humanitarian operations		• Elicit UN and member state support for proposed exercises and training center • Identify lead agency (LANTCOM?) • Develop curricula • Identify resources • Initiate training

NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Training: US will offer to participate in and to assist in creation of such [training] programs, including the use of US facilities. <i>NSD 74, paragraph 10.</i>	• Offered to train with other nations to enhance planning and conduct of UN peacekeeping operations • Offered to host first in a series of command post exercises and simulations • Offered to help design an international curriculum to prepare commanders and staffs for peacekeeping operations • Offered facilities for the conduct of peacekeeping and humanitarian relief operations exercises		• See item 19.
Training: US will also develop and utilize a peacekeeping curriculum in appropriate US military schools. <i>NSD 74, paragraph 10.</i>	• Proposed incorporating peacekeeping curricula at various military schools, e.g. NATO SHAPE school, NATO Defense College, the George C. Marshall European Center, and allied senior service colleges in the Pacific and Africa • Offered to continue instruction at service schools for US and international officers in residence	• US-UN Observer-Monitor school at JFK Special Warfare Center • US Army serves as E.A. for observer-monitor training • Various DOD schools have incorporated PK into their curricula and continue to improve their courses with lessons learned from recent and ongoing UN operations	• Formally incorporate PK curricula into appropriate schools.

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Implementation: SecDef will place a new emphasis on the peacekeeping mission <i>NSD 74, paragraph 11.</i>	• Not addressed per se; message lists as talking point that US is strongly committed to strengthening multilateral peacekeeping	• As part of his study on roles and missions, CJCS is examining options to realign appropriate US military organizations to provide appropriate support to the UN in accordance with US national policies	• Streamline USG departmental and interagency structures supposedly created to take action on UN requests for USG support in order to make them function more responsively • Complete PRD-13
Implementation: DOD, DOS, AID and the intelligence community will review their respective structures and organization for support to peacekeeping and emergency overseas humanitarian relief. <i>NSD 74, paragraph 11.</i>	• Not addressed	• OSD has added new ASD for Democracy and Peacekeeping, who will oversee peacekeeping • Joint Staff is expanding its UN branch within J-5/PMA into a division and J-2 has established a UN support division • DOS (I/O, PM, RP) have gained new units dedicated to work on UN peacekeeping activities	
Implementation: DOS will consult with other member states in a special UN Security Council meeting to consider the UNSYG's proposals on peacekeeping and to develop specific responses. <i>NSD 74, paragraph 12.</i>	• Non-paper discussed what the US is willing to do on its own. After discussions among the PERM-4 and consensus building, DOS plans to bring the Chinese on board.	• PERM-4 message sent 12 Jan 93	• Continue to pursue implementing UNSYG proposals.

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Implementation: DOS will submit a diplomatic game plan aimed at achieving UN agreement on a package of measures to implement the ... peacekeeping initiative at a special session of the Security Council. <i>NSD 74, paragraph 12.</i>	• Discussed above	• PERM-4 consultations have begun on the proposals contained in the PERM-4 message	
			• The 1945 UN Participation Act that forms the legal basis for US support to UN peacekeeping needs to be reviewed and updated -- specifically, raising the limit of 1,000 on US participation

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NSD - 74	PERM-4 Message	What US Has Done	What Should Be Done
Information: Not addressed	• Proposed expansion and reorganization of the UN Secretariat staff to increase information flow • Proposed establishing a UN Executive Secretariat as paper flow manager, within which would be an information center to provide 24-hour, real time link between UN headquarters and field operations • Offered to develop a C3 architecture to support a streamlined UN command and control organization and to identify sources of communication systems and equipment with emphasis on commercial sources	• Have responded to case-specific requests for assistance. In Somalia, have assisted the UN in defining its C3 requirements and in developing a C3 architecture that meets those requirements. These were put in place by commercial sources.	• Assist the UN in defining its C3 requirements and in developing a C3 architecture that meets those requirements and that can be put in place "on demand" by commercial sources
	• Proposed special emphasis on demining		

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001a. fax	Fax Coversheet [partial] (1 page)	03/23/1993	P3/b(3)

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WASHFAX RECEIPT

DEPARTMENT OF STATE

'93 MAR 23 P4:59

B

S/S #

MESSAGE NO. 095490 CLASSIFICATION CONFIDENTIAL No. Pages 4+cover
 FROM: ROBERT LOFTIS IO/UNP 647-6424 4808
 (Officer name) (Office symbol) (Extension) (Room number)

MESSAGE DESCRIPTION USUN 1428; DTG: 231630Z MAR 93 - US DIPLOMATIC STRATEGY
FOR IMPROVING UN POLYGRAPHING: REQUEST DELIVER TO: PENTAGON

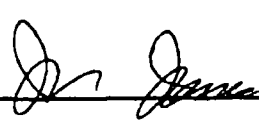
TO: (Agency)	DELIVER TO:	Extension	Room No.
<u>NSC</u>	<u>RANDY BEER</u>	<u>395-3736</u>	<u>302</u>
<u>JCS/J-5/UN</u>	<u>COL. JIM BATTAGLINI</u>	<u>695-1322</u>	<u>28977</u>
<u>OSD/ISA</u>	<u>MARC PALOVITZ</u>	<u>695-7164</u>	<u>48868</u>
<u>DMB</u>	<u>GORDON ADAMS</u>	<u>395-4580</u>	<u>238</u>

(b)(3)

[001a]

FOR: CLEARANCE ☐ INFORMATION ☒ PER REQUEST ☐ COMMENT ☐

REMARKS: URGENT: PLEASE DELIVER IMMEDIATELY
COMMENTS TO BOB LOFTIS, 202-647-6424 BY NOON WEDNESDAY PLEASE

S/S Officer: 

UNCLASSIFIED UPON REMOVAL
 OF CLASSIFIED ATTACHMENTS
 Initials: YDE Date: 02/11/17
2012 0059-F

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WASHFAX RECEIPT
DEPARTMENT OF STATE

'93 MAR 24 17:36

IB

S/S #

MESSAGE NO. 095605 CLASSIFICATION CONFIDENTIAL No. Pages 2

FROM: ROBERT LOFTIS ID/LNP 647-6424 4808
(Officer name) (Office symbol) (Extension) (Room number)

MESSAGE DESCRIPTION DISCUSSION PAPER: DIP GAME PLAN FOR PARACORCORAN
PRD-13 - PLEASE DELIVER TO EXEC. COMMITTEE REP BEFORE 3/25 TELECONF.

TO: (Agency)	DELIVER TO:	Extension	Room No.
<u>NSC</u>	<u>Susan Riech</u>	<u>395-3736</u>	<u>302</u>
<u>OSD/ISA</u>	<u>MARC PALOVITZ</u>	<u>695-3159</u>	<u>48868</u>
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<u>OMB</u>	<u>GORDON ADAMS</u>	<u>395-</u>	<u>238</u>

(b)(3)

[002a]

FOR: CLEARANCE ☐ INFORMATION ☒ PER REQUEST ☐ COMMENT ☐

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2012-0659-F

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
002b. paper	U.S. Diplomatic Strategy for improving UN Peacekeeping Tactics and Timing (2 pages)	03/00/1993	P1/b(1)

COLLECTION:

Clinton Presidential Records
National Security Council
Transnational Threats (Clarke, Richard)
OA/Box Number: 3827

FOLDER TITLE:

Somalia Files, 1992-1993 [loose] [11]

2012-0659-F
ke4217

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
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- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
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(SVTS)
Meeting of the Executive Committee
on the Peacekeeping PRD
Thursday, March 25, 1993, 1:30 P.M.
Chaired by: Richard Clarke

AGENDA

I. CRITERIA

- Review and approval of paper

II. DIPLOMATIC STRATEGY

*P-5 first/limit scope/ Consult prior
to Submit*

- Review and approval of USUN paper and agreement to send cable;

III.

FINANCING

*BUDGET
MANAGEMENT*

- Agreement of options and Follow-on Study;

By end April, who?

IV.

MILITARY

- Agreement on matrix and Follow-on Study of additional ideas/proposals;

V.

OTHER

- Next steps.

March 25, 1993
9:00 am

FINANCING AND BUDGET MANAGEMENT OF INTERNATIONAL PEACEKEEPING

Background

The number and costs of peacekeeping/peace enforcement operations are growing at an unprecedented rate (see Attachment A). Also, the nature of these operations is changing from the traditional observer/monitoring troops (e.g., the UN Disengagement Observer Force on the Golan Heights) to more complicated peace enforcement and humanitarian intervention operations (e.g., UNOSOM II). This has created greatly increased cash requirements which donor countries cannot meet; a need for greater numbers of troops than traditional troop contributing countries can supply. In addition, the management capability to plan for, deploy and support peacekeeping operations worldwide is lacking given the UN's outdated peacekeeping apparatus (e.g., poor organization, structure, telecommunications). Successful peacekeeping operations help to maintain global stability through multilateral endeavors which spread the cost of keeping the peace.

In this regard, it is important that current and future operations be run effectively and efficiently. To be able to justify continued large contributions, donor countries need assurance that the UN's peacekeeping management and budget structure operates quickly and effectively and that UNGA-passed peacekeeping budgets are realistic and well-justified. Emerging cash flow problems of traditional contributors like Russia add urgency to the need for peacekeeping budget/management reform. For example, currently UN peacekeeping budgets are prepared on an ad hoc basis after the UN and member states commit to an operation. Member states are provided with little if any detailed information to explain the budget estimates. Recognizing all of this, the Secretary General has asked the United States for urgent help in getting the management, funding, and operations of UN peacekeeping activities under control.

There follows a number of budget management and financing proposals the United States should consider for discussions with the top 21 cash and troop contributing countries (list at Attachment B). The goal would be to develop consensus around the proposals and work with the Secretary General on implementation. The proposals are not necessarily mutually exclusive.

A. Financing Measures

1. Have the United Nations credit the value of in-kind contributions (e.g., troop contributions, goods and services, including transportation) against member state assessments. Limit the amount of in-kind contributions each member state can credit to 30 percent of its assessed payment for a peacekeeping activity. Member state peacekeeping assessments are funded through cash contributions at the special peacekeeping scale of assessment. The UN Secretary General has indicated his willingness to consider crediting the value of U.S. troop contributions for the UN Operation in Somalia (UNOSOM II) against the U.S. peacekeeping assessment. DOD troop contributions (e.g., 4,000 troops for UNOSOM II) would be credited at the standard rate at which the UN reimburses member states for troops -- \$988/troop/month or \$1,200/troop/month for specialized forces. DOD goods and services would be valued and credited at market rate.

The crediting of in-kind assistance would decrease the total U.S. cash requirement for peacekeeping which is paid from State's Contributions for International Peacekeeping Activities (CIPA) account. This would relieve some of the pressure on this international affairs account to fund the U.S. share of more and larger UN peacekeeping operations. It is also consistent with DOD's justification for the funds included in their FY 1994 request to support peacekeeping operations from the Global Cooperative Initiatives account. This would also help other member states with budget constraints, including the Russian Federation.

The UN is currently dependent on cash contributions to finance its peacekeeping operations. Some believe that crediting of in-kind contributions could result in a cash poor UN that would not have the funds necessary to pay for peacekeeping expenses, especially operation start-up costs. This could be addressed by developing peacekeeping budgets with two parts -- an in-kind requirement and a cash requirement (see item B2).

The majority of the goods and services and all troop contributions provided by the U.S. would come from the DOD budget. If these in-kind contributions were credited against the U.S. assessment DOD would receive no reimbursement from the UN for the provision of these

services and the value credited against the U.S. assessment would be less than the actual cost to DOD. [DOD is currently staffing this idea of credits for in-kind contributions versus direct reimbursements to DOD and will shortly formulate an official position.]

- 2a. Eliminate the special peacekeeping scale of assessments and have all member states pay their regular UN budget assessment to fund peacekeeping operations. The special UN peacekeeping scale is based on the regular UN budget scale but reduces the peacekeeping assessment for developing countries and redistributes it among the five permanent members of the UN Security Council. This places most of the financial responsibility for peacekeeping operations on four of the Perm Five (France, the Russian Federation, the United Kingdom and the United States). The UN has tentatively agreed to cap the U.S. assessment at 30.4 percent, but in reality it will probably increase to 31.7 percent because of the decrease in the Russian assessment. NOTE: China's regular budget assessment is only 0.8 percent and their peacekeeping assessment is 1.0 percent.

The peacekeeping scale divides member states into four categories. Group A consists of the Perm Five which, as described above, each pay about 21 percent more than their regular budget share. Group B comprises developed nations who contribute to peacekeeping at the same rate that they contribute to the regular UN budget. Group C is made up of economically less developed states which contribute at a rate of 20 percent of their regular rate of assessment. Group D consists of least developed states that are assessed at 10 percent of their regular budget rate.

In the past the Perm Five bore the greatest financial responsibility for peacekeeping but were not involved in fielding operations. The Perm Five are now making significant troop contributions to UN operations and providing ad hoc peacekeeping forces, such as the U.S. lead Unified Task Force (UNITAF) in Somalia. Eliminating the special peacekeeping scale would more equitably spread among member states the responsibility of funding UN peacekeeping operations. NOTE: Revising the regular budget scale to base it on a five year average of GDP instead of the current 10 year average would further eliminate the disparity in funding for peacekeeping as well as for the regular budget.

It will likely be very difficult to completely eliminate the special peacekeeping scale because it would require convincing 97 member states in Group C to pay five times more than they now pay for peacekeeping operations and 54 member states in Group D to pay ten times more. An alternative that is probably more saleable because it affects fewer member states would be to drop Group C and have these member states pay their regular budget rate but keep the special rate for Group D. This would require the Perm Five to continue to pay slightly more than their regular budget assessment. (The United States' assessment would drop to approximately 26.2 percent from the anticipated 31.7 percent.)

- 2b. Revise the United Nation's special peacekeeping assessment scale so that all member states with above-average per capita incomes, excluding the permanent members of the UN Security Council, pay the same rate of assessment for both peacekeeping and the regular UN budget (Volcker/Ogata recommendation). This would have the effect of increasing the assessment of fifteen member states (e.g., Saudi Arabia and Singapore) and decreasing that of the Perm Five.

It will likely be difficult and require high level diplomatic approaches to convince member states in the Group C category with above-average per capita incomes (e.g., Saudi Arabia, Singapore) to increase their payment to UN peacekeeping by contributing their regular budget share (move to Group B). These member states will likely want a tangible benefit for their increased contribution and there is none. Increasing the assessed contribution of some Group C members will not be sufficient to cover the total amount of extra assessment now being paid by the Perm Five (about 11 percent). The Perm Five will have to continue to pay more than their regular budget assessment. (U.S. assessment would decrease to approximately 30.6 percent from the anticipated 31.7 percent.)

3. Encourage member states with high GNPs (e.g., Japan, Germany) and countries directly affected by peacekeeping (e.g., Gulf States) to make significant voluntary contributions to help alleviate the disparity in UN peacekeeping funding. Japan, with the second largest GNP in the world next to the U.S., pays only 12.5 percent of assessed peacekeeping budgets while the U.S. pays 30.4 percent. Germany pays 8.9 percent, Saudi Arabia 0.19

percent and Kuwait 0.05 percent. An institutionalized voluntary fund would provide the opportunity for these countries to increase their contributions for peacekeeping.

Voluntary contributions could be solicited through an annual fundraising drive or with the deployment of each peacekeeping operation. Although the current mandates of all peacekeeping forces allow the Secretary General to collect voluntary contributions this has not been pursued with vigor by the Secretariat or member states. Voluntary contributions made to specific peacekeeping operations would offset (decrease) the amount of the budget member states would be assessed for. In addition, an annual fundraising drive could provide a vehicle for non-governmental organizations, foundations and private enterprises to help share the costs of international peacekeeping.

4. Other measures have been suggested for possible ways to help finance and manage UN peacekeeping operations. These include:

- Interest-bearing UN "Peace Bonds" -- would likely require enabling authority for the UN.
- UN short term borrowing -- would likely require enabling authority for the UN (Volcker/Ogata report not support).
- International taxes and user fees (e.g., air/sea travel, international telecommunications, arms sales) -
- likely require national legislation for member states.
- Establish a UN Peace Endowment Fund (\$1 billion) to finance peacekeeping start-up costs -- would take time to develop support and to implement.
- Collect "Peace Dividend" from beneficiary nations -- would take time to develop support and to implement.
- Collect tax deductible contributions from corporations and individual donors to be "Proud Sponsors of UN Peacekeeping" -- would take time to develop support and to implement.

- Create a UN "Council on Peacekeeping" made up of the Perm Five and other member states making significant contributions to peacekeeping to advise the Security Council on the deployment of peacekeeping operations -- would take time to develop support and to implement.
- Establish a single financial account for all UN peacekeeping operations financed by a special peacekeeping assessment -- would take time to develop support and to implement.

Some of these measures are complicated and therefore longer-term in nature. Such measures cannot be implemented in the short term but should be remanded for further study within the U.S. government prior to the "Committee of 21" consultation.

B. Budget Management

1. Set up a new special budget preparation/execution office in the UN peacekeeping division. This new staff would be responsible for working with representatives of the UN Secretariat and major donors (see experts group in item B3) to develop detailed budget submissions for future peacekeeping operations. This staff would include financial, logistical, and planning specialists. Detailed budget preparation instructions (similar to OMB Circular A-11 used by Federal agencies) should be developed and used by staff to provide standard presentations of budget and financial plans for donors. This would be part of a broader reorganization and strengthening of the UN peacekeeping operations group and a possible transfer of components of the Field Operations Division (FOD) from the Under Secretary for Management to the Under Secretary for Peacekeeping (discussed in JCS/DOD paper on the operational aspects of peacekeeping).

A specialized peacekeeping budget preparation/execution staff could do the following to provide better accountability for peacekeeping operations and to control expenditures:

- Prepare regular and frequent status reports to member states on the implementation of peacekeeping operations with a full accounting of expenditures.

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- Require regular internal audits on peacekeeping financing, especially disposition of resources once operations are terminated.
 - Secure competitive global contracts for frequently needed goods and services to help reduce acquisition costs.
 - Limit peacekeeping operation assessment periods to six months to allow for adjustments/corrections in peacekeeping budgets based on actual experience in the field.
 - Maximize use of contracting out for support services (e.g., communications, transportation).
 - Increase use of member state civilian personnel on a non-reimbursable basis to staff the civilian components of peacekeeping operations (e.g., voter registration, civilian administration).

An alternative to a completely new budget preparation/execution office for peacekeeping would be to expand and enhance the current budget staff so that they can perform the required functions. This would prevent possible duplication of budget functions but it may be hard to affect the peacekeeping budget function and staff while they are part of the larger UN budget office.

2. Create special budgeting techniques tailored to peacekeeping operations. The UN peacekeeping division should develop and use standardized pricing "modules" for common elements of peacekeeping field operations -- i.e., communications, troop type and size, shelter, transportation, and other logistical support (Volcker/Ogata recommendation). Such modules should be developed based on experience of actual cost data gained with previous peacekeeping operations. In addition, the UN should assess the viability of developing budgets for peacekeeping operations in two parts -- an in-kind requirements budget and cash requirements budget. This approach could provide flexibility to enable donor countries to fulfill their assessment percentage through a combination of cash and in-kind support. Finally, standardized "valuation" factors should be prepared and periodically updated to enable countries to fairly estimate the value of

their in-kind contributions (e.g., airlift per flight hour; per capita troop factor, etc.)

3. Formalize a standing cadre of budget experts from member states to assist the UN in developing credible budgets and financial plans. A permanent team of expert budget staff from the top contributing countries (e.g., United States, Japan, Germany, Russian Federation) should be identified to work with UN Secretariat and peacekeeping budget staff (as described in item B1) to help formulate peacekeeping operations budgets. This would enable the major contributors to take an active role in ensuring that the operations are cost effective. It would also provide early, detailed knowledge of costs of individual operations to member states and help build credibility for the estimates with member governments' legislatures. The experts could be pre-selected by participating member states and assigned on a TDY basis to UN headquarters when needed. This is consistent with the recent UN Secretariat request to the United States to send expert staff to help prepare the UNOSOM II budget.
4. Prior to Security Council approval of resolutions on mandates for peacekeeping operations, the Secretariat should make available informally to Security Council members alternative mandates, each with well explained cost implications. In addressing a situation that may require a peacekeeping operation, members of the Security Council should receive from the Secretariat on an informal basis alternative mandates, each with well explained cost implications indicating the major items of expense and cost factors and assumptions used in pricing out the alternative. To help identify the alternatives for presentation to the Security Council, the Secretariat should conduct separate, prior consultations with the Perm Five. This would permit Security Council members to take scope, duration, and costs of operations into consideration before mandating peacekeeping activities. More detailed budget estimates should be prepared (as discussed in item B2) for final Fifth Committee and UNGA review and approval.
5. Enlarge and expand the current revolving Peacekeeping Reserve Fund (PRF) with voluntary contributions to help finance the start-up costs of UN peacekeeping operations pending receipt of assessed contributions. (The Volcker/Ogata report recommends a \$400 million fund.) In

1992 the UN, at the encouragement of Japan, set up a Peacekeeping Reserve fund (PRF), capped at \$150 million, to help finance start-up costs of new, expanded or renewed peacekeeping operations. The PRF was capitalized at \$60 million through the transfer of interest earnings of previous peacekeeping operations. In addition, the FY 1993 \$34 million U.S. arrears payment to the UN regular budget will go to the PRF bringing the fund total to \$94 million.

One of the major criticisms of UN peacekeeping management is that they do not move quickly enough to put troops in the field once an operation is approved. A Peacekeeping Reserve Fund would be cash-in-hand for the UN to use to set up peacekeeping operations pending the receipt of assessed contributions. An alternative to collecting voluntary contributions to capitalize the fund would be the assessment of member states as recommended by the Volcker/Ogata report. This would, however, put even more pressure on some financially strapped member states (e.g., Russia).

6. Develop a computerized inventory control system of peacekeeping equipment/property. A workable inventory control and tracking system of tangible property (vehicles, portable housing, medical units, other equipment) could enable the UN to reuse these items in subsequent operations. This would reduce (somewhat) the need for new equipment and the costs of future operations for the donors. Could be broadened to include inventories of stockpiles identified by member states for possible UN peacekeeping use.
7. Keep humanitarian/rehabilitation cost requirements separate from assessed peacekeeping budgets. Peacekeeping operation budgets should be limited to those activities directly in support of the peacekeeping mission to end hostilities. While humanitarian relief and other activities should be closely coordinated or may be carried out on the ground by peacekeeping forces, their budgets should be developed by appropriate agencies (UNHCR, UNICEF, ICRC, UNDRO, etc.) and their funding should be strictly voluntary as is current practice. This avoids duplicating the expertise and infrastructure that currently exists in these agencies. It also allows certain countries to provide extra support (through specialized UN relief agencies) for the total operation when their geographic responsibility or historical ties dictate (e.g., Japan).

8. Revise the UN's procedures to allow 10 percent of the initial estimated cost a peacekeeping operation to be obligated once it is approved by the Security Council. This would enable the UN to begin deployment of large missions while their budgets are being approved by the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and the General Assembly. The UN would have the capability to cover costs of start-up operations quickly and contract for longer lead-time items. Current procedures allow only \$10 million to be obligated before an operation's budget is approved by the General Assembly.
9. Require the UN to have a status of forces agreement with the host country to a peacekeeping operation with the exception of countries where there is no central government (e.g., Somalia, Yugoslavia). The agreement should ensure that to the extent possible the host country provides for the necessary facilities on the most favorable terms (e.g., accommodations, supplies and local transport at no charge when possible) and that the most favorable legally available exchange rate is applied. Currently status of forces agreements are not always worked out with host countries. These agreements would require host countries to provide the UN with whatever assistance they can. This should be especially true for on-going operations in economically stable countries (e.g., the UN Disengagement Observer Force on the Golan Heights and the UN Iraq-Kuwait Observer Mission).
10. Prohibit the UN from "borrowing" from peacekeeping funds to finance cash shortfalls in regular UN administrative operations (Volcker/Ogata recommendation). Peacekeeping assessments should be maintained in separate accounts and should not be used -- even temporarily -- for regular UN activities. This would reduce the UN's cash management flexibility and could highlight the United States' delay in paying our assessment to the regular UN budget.

Peacekeeping Missions Assessments in 1992 and Estimated Expenditures

Mission	Authorization: Assessment	1992 Cost
UNTSO (Middle East)	Authorized in Regular Budget	\$25 million
UNMOGIP (India/Pakistan)	Authorized in Regular Budget	\$6 million
UNFICYP (Cyprus)	Voluntary Contributions	\$31 million
ONUCA (Nicaragua)	11/91 - 4/92: \$12 million	\$7 million
UNDOF (Middle East)	12/91 - 11/92: \$35 million 12/92 - 5/93: \$17 million	\$39 million
UNIFIL (Lebanon)	2/92 - 1/93: \$144 million	\$153 million
UNIKOM (Iraq-Kuwait)	10/91 - 10/92: \$60 million 11/92 - 4/93: \$19 million	\$68 million
UNAVEM II (Angola)	1/92 - 10/92: \$56 million 11/92 - 2/93: \$25 million	\$67 million
ONUSAL (El Salvador)	1/92 - 10/92: \$36 million 11/92 - 2/93: \$8 million	\$35 million
MINURSO (Western Sahara)	Authorized 9/91; not yet fully operational	\$18 million
UNPROFOR (Yugoslavia)	1/92 - 10/92: \$250 million 12/92 - 2/93: \$298 million	\$222 million
UNAMIC (Cambodia advance mission)	11/91 - 4/92: \$33 million	\$20 million
UNTAC (Cambodia)	5/92 - 10/92: \$802 million 11/92 - 4/93: \$313 million	\$637 million
UNOSOM (Somalia)	5/92 - 4/93: \$108 million	\$39 million
ONUMOZ (Mozambique)	to be authorized in March, '93 at estimated cost of over \$200 million	-
Total		\$1.37 billion

Source: "Financing an Effective United Nations," The Ford Foundation, February 1993 (Volcker/Ogata)

Attachment B
March 22, 1993

"Committee of 21"

Largest Financial and Troop Contributors to
UN Peacekeeping

Largest financial contributors to UN peacekeeping:

- | | |
|-----------------------|-----------------|
| 1. United States | 7. Italy |
| 2. Japan | 8. Canada |
| 3. Germany | 9. Spain |
| 4. Russian Federation | 10. Ukraine |
| 5. France | 11. Australia |
| 6. United Kingdom | 12. Netherlands |

Largest peacekeeping troop contributors (would include France, United Kingdom, Canada, Netherlands named above):

- | | |
|---------------|----------------|
| 13. Indonesia | 17. India |
| 14. Ghana | 18. Nepal |
| 15. Poland | 19. Finland |
| 16. Pakistan | 20. Bangladesh |

Other Perm Five Member:
21. China

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003a. fax	Fax Coversheet [partial] (1 page)	03/22/1993	P3/b(3)

COLLECTION:

Clinton Presidential Records
National Security Council
Transnational Threats (Clarke, Richard)
OA/Box Number: 3827

FOLDER TITLE:

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<u>NSC</u>	<u>Susan Rice</u>	<u>395-3637</u>	<u>302</u>
<u>SD/ISA</u>	<u>MARC PALOVITZ</u>	<u>695-3159</u>	<u>43868</u>
<u>-S/UN</u>	<u>Col. Jim Battaglini</u>	<u>695-1322</u>	<u>25977</u>
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[003a]

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MESSAGE NO. 095490 CLASSIFICATION CONFIDENTIAL No. Pages 4 + cover
 FROM: ROBERT LOFTIS IO/UNP 647-6424 4808
 (Officer name) (Office symbol) (Extension) (Room number)

MESSAGE DESCRIPTION USUN 1428; DTG: 231630Z MAR 93 - US DIPLOMATIC STRATEGY
FOR IMPROVING UN POLYGRAPHING: PLEASE DELIVER TO 202-647-6424 BY NOON WEDNESDAY PLEASE

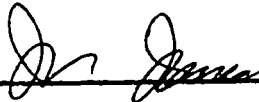
TO: (Agency)	DELIVER TO:	Extension	Room No.
<u>NSC</u>	<u>RANDY BEER</u>	<u>395-3736</u>	<u>302</u>
<u>JCS/J-5/UN</u>	<u>COL. TIM BATTAGLINI</u>	<u>695-1322</u>	<u>28977</u>
<u>OSD/ISA</u>	<u>MARC FALAVITZ</u>	<u>695-7164</u>	<u>48868</u>
<u>ONB</u>	<u>GORDON ADAMS</u>	<u>395-4580</u>	<u>238</u>

(b)(3)

[004a]

FOR: CLEARANCE ☐ INFORMATION ☒ PER REQUEST ☐ COMMENT ☐

REMARKS: URGENT: PLEASE DELIVER IMMEDIATELY
COMMENTS TO BOB LOFTIS, 202-647-6424 BY NOON WEDNESDAY PLEASE

S/S Officer: 

UNCLASSIFIED UPON REMOVAL
 OF CLASSIFIED ATTACHMENTS
 Initials: LOE Date: 06/21/17
 2012-0059-F

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
004b. cable	[Duplicate of 001b] (4 pages)	03/23/1993	P1/b(1)

COLLECTION:

Clinton Presidential Records
National Security Council
Transnational Threats (Clarke, Richard)
OA/Box Number: 3827

FOLDER TITLE:

Somalia Files, 1992-1993 [loose] [11]

2012-0659-F
ke4217

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
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b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
005. report	Contribution to Presidential Review Directive/NSC-13 (14 pages)	03/22/1993	P1/b(1)

COLLECTION:

Clinton Presidential Records
National Security Council
Transnational Threats (Clarke, Richard)
OA/Box Number: 3827

FOLDER TITLE:

Somalia Files, 1992-1993 [loose] [11]

2012-0659-F
ke4217

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Withdrawal/Redaction Marker

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
006a. fax	Fax Coversheet [partial] (1 page)	03/22/1993	P3/b(3)

COLLECTION:

Clinton Presidential Records
National Security Council
Transnational Threats (Clarke, Richard)
OA/Box Number: 3827

FOLDER TITLE:

Somalia Files, 1992-1993 [loose] [11]

2012-0659-F
ke4217

RESTRICTION CODES

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WASHFAX RECEIPT
DEPARTMENT OF STATE

'93 MAR 22 P9:21

B

S/S #

C

MESSAGE NO. 095414 CLASSIFICATION CONFIDENTIAL No. Pages 21 + coverFROM: ROBERT LOFTIS IO/UNP 647-6424 4808
(Officer name) (Office symbol) (Extension) (Room number)MESSAGE DESCRIPTION PRD-13. SECTION III. PLEASE DELIVER TO
WLG/PRD-13 EXEC COMMITTEE PARTICIPANT

<u>TO: (Agency)</u>	<u>DELIVER TO:</u>	<u>Extension</u>	<u>Room No.</u>
<u>NSC</u>	<u>Susan Rice</u>	<u>395-3736</u>	<u>302</u>
<u>OSD/ISA</u>	<u>MARE PALOVITZ</u>	<u>695-3159</u>	<u>4B868</u>
<u>JCS/J-5/UN</u>	<u>Col. Jim Battaglini</u>	<u>695-1322</u>	<u>2E977</u>
<u>OMB</u>	<u>Gordon Adams</u>	<u>395-4580</u>	<u>238</u>

(b)(3)

[006a]

FOR: CLEARANCE ☐ INFORMATION ☒ PER REQUEST ☐ COMMENT ☐

REMARKS: _____

S/S Officer: PrUNCLASSIFIED UPON REMOVAL
OF CLASSIFIED ATTACHMENTSInitials: KDC Date: 02/23/17

2012-0659-F

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
006b. paper	Criteria for Use of Regional Organizations (21 pages)	03/00/1993	P1/b(1)

COLLECTION:

Clinton Presidential Records
National Security Council
Transnational Threats (Clarke, Richard)
OA/Box Number: 3827

FOLDER TITLE:

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(SVTS)
Meeting of the Executive Committee
on the Peacekeeping PRD
Thursday, March 25, 1993, 1:30 P.M.

Chaired by: Richard Clarke

PARTICIPANTS:

STATE/IO

DOUGLAS BENNET 647-9600
GEORGE WARD 647-9600

STATE/SP

SAM LEWIS 647-2372

STATE/D/PNR

ANN RICHARD 647-7889

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