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PAGE 01 PARIS 22245 01 OF 04 121614Z ACTION EUR-01

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FM AMEMBASSY PARIS

TO SECSTATE WASHDC IMMEDIATE 9101

INFO AMEMBASSY BUJUMBURA

AMEMBASSY NAIROBI

AMEMBASSY KAMPALA

AMEMBASSY BRUSSELS

USMISSION USUN NEW YORK

USMISSION GENEVA

AMEMBASSY KINSHASA

Dept of State, RPS/IPS, Margaret P. Grafeld, Dir.
(c) Release () Excise () Deny () Declassify
Date 45 Exemption

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SECTION 01 OF 04 PARIS 22245

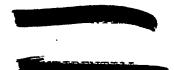
E.O. 12356: DECL: OADR

TAGS: PHUM, PREL, PREF, RW, FR

SUBJECT: A/S SHATTUCK'S MEETING WITH FRENCH ON RWANDA

WAR CRIMES TRIBUNAL AND BURUNDI

REF: USUN 3281



PAGE 02

PARIS 22245 01 OF 04 1216142

2. SUMMARY: DRL A/S SHATTUCK MET AUGUST 10 WITH QUAI OFFICIALS TO EXCHANGE VIEWS ON THE ESTABLISHMENT OF A RWANDA WAR CRIMES TRIBUNAL. THE FRENCH AGREED ON THE NEED FOR: (1) QUICK MOVEMENT TO ESTABLISH SUCH A TRIBUNAL, INCLUDING THE POTENTIAL VALUE OF AN INTERIM COMMISSION OF EXPERTS REPORT IN MOVING IT FORWARD; (2) PROMOTION OF EARLY RETURN OF REFUGEES THROUGH PRESENCE OF HUMAN RIGHTS MONITORS AND OTHER REPRESENTATIVES OF



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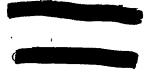
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INTERNATIONAL COMMUNITY ON THE GROUND IN RWANDA -THOUGH THE FRENCH MADE NO COMMITMENT TO FUND MONITORS;
AND (3) PARALLEL DEVELOPMENT OF A NATIONAL RWANDAN
JUDICIAL SYSTEM CAPABLE OF PROSECUTING WAR CRIMINALS.
THE MEETING ENDED WITH A SHORT DISCUSSION OF ESCALATING
TENSIONS IN BURUNDI AND THE NEED TO INCREASE THE
INTERNATIONAL PRESENCE THERE. END SUMMARY.

DEVELOPMENT OF THE RWANDA WAR CRIMES TRIBUNAL

3. ON AUGUST 10, DRL A/S SHATTUCK MET WITH SENIOR GOF OFFICIALS TO DISCUSS ESTABLISHMENT OF A RWANDA WAR CRIMES TRIBUNAL AND THE SITUATION IN BURUNDI. SHATTUCK WAS ACCOMPANIED BY L SPECIAL ASSISTANT CRYSTAL NIX, DRL/MLA OFFICE DIRECTOR JOSIAH ROSENBLATT, AND EMBASSY POLITICAL OFFICERS. HIS FRENCH INTERLOCUTORS WERE QUAI AFRICA A/S JEAN-MARC ROCHEREAU DE LA SABLIERE, IO A/S COLIN DE VERDIERE, LEGAL ADVISOR JEAN-PIERRE PUISSOCHET, CENTRAL AND EAST AFRICA DAS CATHERINE BOIVINEAU AND IO DESK OFFICER LAURENCE RIST.

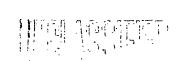


PAGE 03

PARIS 22245 01 OF 04 121614Z

CONVINCING REFUGEES TO RETURN HOME

- 4. DE LA SABLIERE UNDERLINED GOF CONCERN THAT RWANDAN REFUGEES ARE RETURNING TO THEIR HOMES TOO SLOWLY. HE ARGUED THAT THE NEW KIGALI GOVERNMENT NEEDS TO PROVIDE CLEAR SECURITY ASSURANCES TO THE REFUGEES IN THE FACE OF REPORTED REVENGE KILLINGS BY RPF SOLDIERS. HE NOTED THAT THE EXODUS OF REFUGEES INTO TANZANIA CURRENTLY EXCEEDS THE NUMBER OF RETURNEES.
- 5. SHATTUCK OUTLINED RECENT STEPS THE GOR HAS TAKEN TO ENCOURAGE THE RETURN HOMEWARD OF REFUGEES. HE DESCRIBED THE LETTER THE GOR HAD SENT TO THE UN SYG, IN WHICH THE GOR PUBLICLY CONDEMNED ACTS OF RETRIBUTION, AGREED TO ARREST THOSE ENGAGING IN SUMMARY EXECUTIONS NOW OR PREVIOUSLY, DECLARED ITS SUPPORT FOR AN INTERNATIONAL WAR CRIMES TRIBUNAL, AGREED TO DEFER PROSECUTION OF WAR CRIMINALS TO THE TRIBUNAL, AND SAID IT WOULD RELY ON DUE PROCESS IN LOCAL PROSECUTIONS. SHATTUCK ALSO NOTED THE GOR PRIME MINISTER'S PUBLIC



e Printed: 01/02/1998 DOC_NUMBER: 94PARIS22245

CHANNEL: n/a

COMMUNIQUE IN WHICH HE CLEARLY STATED THE GOVERNMENT'S GUARANTEE OF SECURITY FOR RETURNING REFUGEES. THE GOR TOLD SHATTUCK IT WANTS THE REFUGEES TO RETURN HOME SOON.

ORGANIZATION OF THE TRIBUNAL

6. WHILE AGREEING ON THE NECESSITY OF ESTABLISHING AN INTERNATIONAL RWANDAN WAR CRIMES TRIBUNAL AS SOON AS

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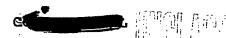
PAGE 04 PARIS 22245 01 OF 04 121614Z
POSSIBLE, LEGAL ADVISOR PUISSOCHET NOTED THE FRENCH
PREFERENCE TO ESTABLISH A LEGALLY DISTINCT TRIBUNAL FOR
CRIMES COMMITTED IN RWANDA, THOUGH HE INDICATED THE GOF
COULD BE FLEXIBLE ON THIS. HE ARGUED THAT IT WOULD BE
DIFFICULT TO ENLARGE THE YUGOSLAVIA WAR CRIMES TRIBUNAL
AND THAT THE COMPOSITION OF JUDGES ALREADY SELECTED FOR
YUGOSLAVIA MIGHT NOT BE APPROPRIATE FOR RWANDAN
CRIMES. REGARDLESS OF WHETHER A NEW TRIBUNAL WERE

COMETDENTIAL

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PARIS 22245 02 OF 04 121615Z PAGE 01 ACTION EUR-01 INFO LOG-00 AF-01 AID-01 AMAD-01 CIAE-00 SMEC-00 OASY-00 DODE-00 DOEE-00 EB-01 OIGO-01 H-01 TEDE-00 INR-00 IO-16 LAB-01 L-01 ADS-00 NSAE-00 NSCE-00 OIC-02 OMB-01 PA-01 PM-00 PRS-01 P-01 SCT-03 SNP-00 SP-00 SR-00 SSO-00 SS-00 STR-01 TRSE-00 T-00 USIE-00 PMB-00 PRM-10 PRME-01 DRL-09 G-00 /055W



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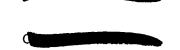
L.SECTION 02 OF 04 PARIS 22245

E.O. 12356: DECL: OADR

TAGS: PHUM, PREL, PREF, RW, FR

SUBJECT: A/S SHATTUCK'S MEETING WITH FRENCH ON RWANDA - WAR CRIMES TRIBUNAL AND BURUNDI

CREATED OR THE EXISTING TRIBUNAL WERE ENLARGED, HE SAID A NEW UNSC RESOLUTION WILL BE REQUIRED. HE DID NOT SEE



PAGE 02 PARIS 22245 02 OF 04 121615Z
OBVIOUS MONETARY SAVINGS IN ENLARGING THE YUGOSLAVIA
TRIBUNAL AND EXPRESSED A CONCERN THAT ENLARGEMENT COULD
EVENTUALLY LEAD TO AN INTERNATIONAL COURT -- AN
UNDESTRABLE RESULT FROM THE GOF POINT OF VIEW.
PUISSOCHET DID AGREE THAT CERTAIN SERVICES MIGHT BE
SHARED BETWEEN THE TWO TRIBUNALS, SUCH AS REGISTRATION
AND ADMINISTRATIVE FACILITIES.

7. NIX DESCRIBED THE U.S.-PREFERRED ORGANIZATION OF THE RWANDAN WAR CRIMES TRIBUNAL. SHE EMPHASIZED THE NEED FOR RELATIVE PARITY WITH THE YUGOSLAV TRIBUNAL -- SO THAT IT WOULD BE CLEAR THE INTERNATIONAL COMMUNITY DOES NOT ATTACH LESS IMPORTANCE TO WAR CRIMES IN AFRICA THAN TO THOSE IN EUROPE. SHE POINTED OUT THE ADVANTAGE OF HAVING ONE TRIBUNAL HANDLE ALL WAR CRIMES CASES, THUS DEVELOPING A CONSISTENT BODY OF LAW EMPLOYING A SINGLE SET OF STANDARDS. SHE NOTED THE IMPORTANCE OF SETTING UP THE TRIBUNAL IN A TIMELY MANNER. USING THE BUILDING IN THE HAGUE, SUPPORT STAFF, AND THE SAME APPELLATE AND TRIAL JUDGES, THE NEW TRIBUNAL WOULD NEED TO ADD ONLY SEVERAL AFRICAN JUDGES AND A SEPARATE

e Printed: 01/02/1998 DOC_NUMBER: 94PARIS22245 CHANNEL: n/a

PROSECUTORIAL STAFF. A SINGLE CHIEF PROSECUTOR, JUSTICE GOLDSTONE, WOULD PRESIDE OVERALL. THE FRENCH AGREED THAT JUDGE GOLDSTONE WOULD BE VERY CREDIBLE IN THAT POSITION.

8. PUISSOCHET SAID THE PURPOSE OF THE TRIBUNAL MUST BE CLEARLY DEFINED -- WHETHER IT IS INTENDED TO JUDGE THE INSTIGATORS, MIDDLE-LEVEL COMMANDERS, OR THE HUGE NUMBER OF PERSONS WHO CARRIED OUT THE KILLINGS. HE NOTED THAT THOUGH THE YUGOSLAV TRIBUNAL IS INTENDED TO

PAGE 03
PARIS 22245 02 OF 04 121615Z
PROSECUTE ALLEGED INSTIGATORS AND MIDDLE-LEVEL
CRIMINALS, ONLY ONE OR TWO PERSONS MIGHT BE PROSECUTED
BEFORE THE END OF THIS YEAR. HE EXPRESSED CONCERN
ABOUT THE RELATIONSHIP BETWEEN JUDGMENTS WHICH MIGHT BE
HANDED DOWN BY THE INTERNATIONAL TRIBUNAL AND THOSE OF
LOCAL COURTS: LOCAL COURTS COULD CONDEMN PERSONS TO
DEATH, WHEREAS THE INTERNATIONAL TRIBUNAL, PRESUMABLY
TRYING HIGHER-LEVEL CRIMINALS, WOULD BE LIMITED TO
LONG-TERM PRISON SENTENCES.

- 9. PUISSOCHET RAISED THE PROBLEM OF ARRESTING AND DETAINING ALLEGED CRIMINALS. RHETORICALLY ASKING WHO COULD MAKE ARRESTS AND UNDER WHAT AUTHORITY, HE NOTED THAT CHAPTER 7 HAS BEEN USED AS THE BASIS FOR ESTABLISHING THE YUGOSLAV TRIBUNAL AND WAS SKEPTICAL THAT THIS COULD BE EXPANDED FURTHER AND STATES BE INSTRUCTED TO ARREST ALLEGED WAR CRIMINALS. RESPONDED THE UNSC RESOLUTION ESTABLISHING THE INTERNATIONAL TRIBUNAL WOULD PROVIDE THE AUTHORITY FOR LOCAL OFFICIALS TO ARREST AND DETAIN ALLEGED CRIMINALS IN WHATEVER COUNTRY THEY MAY BE FOUND. HE RAISED THE POSSIBILITY OF CALLING UPON STATES TO ARREST ALLEGED CRIMINALS BEFORE THE TRIBUNAL IS ESTABLISHED; THE FRENCH PARTICIPANTS INSISTED THAT NO DETENTIONS COULD OCCUR BEFORE A RESOLUTION IS PASSED CREATING THE TRIBUNAL.
- 10. IN VIEW OF THE AGREED-UPON URGENCY OF CREATING THE TRIBUNAL, SHATTUCK RAISED THE POSSIBILITY OF HAVING THE MEMBERS OF THE INTERNATIONAL COMMISSION RECOMMEND CREATION OF THE RWANDAN WAR CRIMES TRIBUNAL IN AN

e Printed: 01/02/1998 DOC_NUMBER: 94PARIS22245

CHANNEL: n/a

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CONFIDENTIAL

PAGE 04 PARIS 22245 02 OF 04 121615Z INTERIM REPORT, FOLLOWING THE WAY IN WHICH THE YUGOSLAV TRIBUNAL HAD BEEN CREATED. DE LA SABLIERE RESPONDED THAT THE MEMBERS OF THE COMMISSION WOULD NEED TO BE CONSULTED, BUT HE SEEMED FAVORABLY INCLINED TO THE IDEA.

11. DE LA SABLIERE RAISED THE ISSUE OF THE NUMBER OF POTENTIAL CRIMINALS
TO BE JUDGED. HE NOTED THE FRENCH

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PAGE 01 PARIS 22245 03 OF 04 121615Z ACTION EUR-01

INFO LOG-00 AF-01 AID-01 AMAD-01 CIAE-00 SMEC-00 OASY-00 DODE-00 DOEE-00 EB-01 OIGO-01 H-01 TEDE-00 INR-00 IO-16 LAB-01 L-01 ADS-00 NSAE-00 NSCE-00 OIC-02 OMB-01 PA-01 PM-00 PRS-01 P-01 SCT-03 SNP-00 SP-00 SR-00 SSO-00 SS-00 STR-01 TRSE-00 T-00 USIE-00 PMB-00 PRM-10 PRME-01 DRL-09 G-00 /055W ----675517 121615Z /38

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I I A L SECTION 03 OF 04 PARIS 22245

E.O. 12356: DECL: OADR

TAGS: PHUM, PREL, PREF, RW, FR

SUBJECT: A/S SHATTUCK'S MEETING WITH FRENCH ON RWANDA

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PRESS HAD PUBLISHED A LIST OF 500 LEADERS, BUT, QUERIED BY SHATTUCK, STATED THE GOF HAD NOT COMPILED A LIST OF

PAGE 02 PARIS 22245 03 OF 04 121615Z
ITS OWN. HE THEN QUOTED A PRESS REPORT THAT THE GOR
MINISTER OF JUSTICE HAD SAID THERE WERE 32,000
GOVERNMENT AND MILITARY PERSONNEL WHO COULD BE
PROSECUTED. ROSENBLATT EXPLAINED THAT THE GOR MINISTER
OF JUSTICE HAD TOLD THE U.S. DELEGATION HE MEANT THAT
THAT WAS THE NUMBER OF PERSONS POSSIBLY IMPLICATED
BECAUSE OF THEIR POSITIONS, NOT THE NUMBER OF PERSONS
TO BE PROSECUTED. (NOTE: THE 500 NUMBER APPEARS TO
INCLUDE INSTIGATORS AND MIDDLE-LEVEL COMMANDERS. END
NOTE.)

LOCAL JUSTICE VERSUS INTERNATIONAL TRIBUNAL

12. BOTH SIDES AGREED ON THE IMPORTANCE OF DEVELOPING THE LOCAL JUDICIAL SYSTEM AT THE SAME TIME AS THE. INTERNATIONAL TRIBUNAL IS BEING ESTABLISHED. SABLIERE POINTED OUT THAT THE INSTIGATORS OF THE KILLINGS ARE NO LONGER IN RWANDA, AND IT WILL ONLY BE POSSIBLE TO PROSECUTE THEM THROUGH AN INTERNATIONAL TRIBUNAL. THE INTERNATIONAL COMMUNITY MUST FIND A WAY TO JUDGE THESE CRIMINALS TO PREVENT FUTURE GENOCIDE. SHATTUCK AGREED THAT AN EARLY PRIORITY FOR THE TRIBUNAL AND THE GOR WOULD BE TO DELINEATE CATEGORIES OF WAR CRIMINALS EACH WOULD SEEK TO PROSECUTE. REGARDING THE MIDDLE-LEVEL COMMANDERS, HE NOTED THAT BOTH ZAIRE AND TANZANIA WANT THE RWANDAN REFUGEES TO RETURN HOME, AND IT WOULD BE IN THOSE COUNTRIES' OWN INTERESTS TO DETAIN CRIMINALS, THOUGH THAT WILL NOT BE POSSIBLE UNTIL THE INTERNATIONAL TRIBUNAL IS ESTABLISHED.



Date Printed: 01/02/1998 DOC_NUMBER: 94PARIS22245 CHANNEL: n/a

PAGE 03 PARIS 22245 03 OF 04 121615Z

13. DE VERDIERE NOTED THAT REFUGEES WILL NOT RETURN TO RWANDA UNLESS THEY ARE ASSURED THAT THEY WILL BE SECURE FROM REPRISALS. IN ADDITION TO THE DECLARATIONS THE GOR HAS ALREADY MADE, THE BEST WAY TO ENSURE THIS IS THROUGH THE OPERATION OF A LOCAL JUDICIAL SYSTEM RELYING ON DUE PROCESS OF LAW TO PUNISH THE ACTUAL WAR CRIMINALS. WITHIN RWANDA, THEREFORE, MIDDLE-LEVEL COMMANDERS WHO HAVE NOT FLED, OR WHO RETURN WITH THE REFUGEES, MIGHT BE ARRESTED.

HUMAN RIGHTS MONITORS; OBSERVERS FOR COURT PROCEEDINGS

14. SHATTUCK DESCRIBED THE GOR'S REQUEST FOR HUMAN RIGHTS MONITORS TO ENCOURAGE THE RETURN OF REFUGEES AND DISCOURAGE VIGILANTE ACTIVITIES. HE REPORTED THAT THE UN IN GENEVA HAS STARTED THE PROCESS AND THAT A PORTION OF THE TWO MILLION DOLLARS THE U.S.Q59 | 7,\$.9,8594. HE STRONGLY ENCOURAGED THE
FRENCH TO PROVIDE MONITORS OR FUNDING FOR THEM.
ROSENBLATT ESTIMATED THAT THE NUMBER OF MONITORS REQUIRED WOULD BE A MINIMUM OF 150: ONE FOR EACH OF THE 15 COMMUNES IN EACH OF RWANDA'S 10 PREFECTURES OUTSIDE KIGALI. DE LA SABLIERE COMMENTED THAT THE GOF

15. SHATTUCK REPORTED THAT THE GOF HAS ALSO REQUESTED INTERNATIONAL OBSERVERS OF LOCAL COURT PROCEEDINGS TO INCREASE CONFIDENCE IN THE RULE OF LAW. HE NOTED THE NEED TO PROVIDE A HIGH STANDARD OF PERSONNEL, PERHAPS THROUGH LAWYERS ASSOCIATIONS. HE SAID OBSERVERS COULD

IS WORKING IN THE SAME DIRECTION, BUT DID NOT MAKE ANY

OFFERS OF FRENCH PARTICIPATION OR FUNDING.

Committee

PAGE 04 PARIS 22245 03 OF 04 121615Z
BE PROVIDED BY INDIVIDUAL GOVERNMENTS OR BY
NON-GOVERNMENTAL ORGANIZATIONS, A COMPLICATED ISSUE
BECAUSE THESE MONITORS WOULD BE SEEN AS APPROVING LOCAL
COURT DECISIONS.

UPDATE ON BURUNDI

Date Printed: 01/02/1998 DOC_NUMBER: 94PARIS22245 CHANNEL: n/a eName: .../t940896/aaaactqg.tel

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PAGE 01 PARIS 22245 04 OF 04 121616Z ACTION EUR-01

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SECTION 04 OF 04 PARIS 22245

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Date Printed: 01/02/1998 DOC_NUMBER: 94PARIS22245 CHANNEL

CHANNEL: n/a

PAGE 02 PARIS 22245 04 OF 04 121616Z 16. SHATTUCK PRESENTED AN UPDATE ON THE SITUATION IN BURUNDI, WHERE HE HAD BEEN THE DAY BEFORE. HE DESCRIBED THE ATMOSPHERE OF HIGH TENSION AND THE DISTRUST THAT HAVE LED TO VIOLENCE AMONG EXTREME ELEMENTS, INCLUDING UNIVERSITY STUDENTS BEING USED BY TUTSI EXTREMISTS. SHATTUCK SAID BURUNDI NEEDS A LARGE PRESENCE OF INTERNATIONAL CIVILIAN MONITORS. HE POSED TWO QUESTIONS: HOW TO INCREASE THE MONITORING CAPACITY IN BURUNDI, NOTING THAT THE 32 OAU OBSERVERS ARE NOT WELL-REGARDED; AND WHAT CAN BE DONE TO INCREASE ASSISTANCE OF HUMANITARIAN ORGANIZATIONS. HE ALSO RAISED THE PROBLEM OF ACCOUNTABILITY FOR THE 1993 MASSACRES OF APPROXIMATELY 60,000 PERSONS.

17. DE SABLIERE COMMENTED THAT BURUNDI HAS BEEN UNABLE TO ACCELERATE THE PROCESSES OF NEGOTIATION AND THAT COMPROMISE IS BECOMING MORE AND MORE DIFFICULT. HE COMPLAINED THAT RPF LEADER KAGAME HAS ENOUGH INFLUENCE TO CALM THE BURUNDIAN TUTSIS, BUT HASN'T USED IT. HE PLACED RESPONSIBILITY WITH THE ARMY TO DO SOMETHING AND EXPRESSED CONCERN THAT IMPUNITY WILL RESULT IN A CONTINUATION OF VIOLENCE. HE NOTED THAT THE SITUATION HAS DETERIORATED IN THE LAST 10 DAYS AND AGREED THAT THE INTERNATIONAL COMMUNITY SHOULD INCREASE ITS PRESENCE IN BURUNDI.

18. THIS MESSAGE WAS DRAFTED AFTER A/S SHATTUCK DEPARTED POST.

HARRIMAN

PAGE 03

PARIS 22245 04 OF 04 121616Z