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C O N F I D E N T I A L GENEVA 01920

EO 12356: DECL: OADR
TAGS: AORC IPU PREL
SUBJECT: 71ST IPU INTERNATIONAL CONFERENCE:
- PROPOSED SUPPLEMENTARY AGENDA ITEMS

REFS: A. GENEVA 1491
- B. GENEVA 1508
- C. STATE 57546

1. CONFIDENTIAL - ENTIRE TEXT.
2. ACTION MESSAGE--PLEASE BRING TO THE ATTENTION OF CODEL CHAIRMAN (CLAUDE PEPPER, D. FLA.). ACTION REQUESTED PARA 9.
3. SUMMARY: THE NEW IPU RULES REQUIRE THAT REQUESTS FOR SUPPLEMENTARY AGENDA ITEMS MUST BE SUBMITTED 30 DAYS PRIOR TO THE CONFERENCE. HENCE, MARCH 3 WAS THE SUBMISSION DEADLINE FOR THE 71ST IPU CONFERENCE TO BE HELD IN APRIL. THIS RULES OUT THE POSSIBILITY OF ORGANIZING SUBMISSION OF A "COUNTER PROPOSAL" SUBMISSION AS SUGGESTED IN PARAGRAPH 2 REF C. AT THE SAME TIME, IT APPEARS THAT THE POLITICAL IMPLICATIONS FOR ADOPTION ON THE AGENDA OF ONE OF THE SUGGESTED OMNIBUS ITEMS IS GREATER FOR THE U.S. THAN FOR MOST OF ITS EUROPEAN COUNTERPARTS. THEREFORE, THE U.S. DELEGATION NEEDS TO COME TO GENEVA ARMED WITH A STRATEGY FOR DEALING WITH A MAJOR FLOOR FIGHT IN PLENARY ON MONDAY, APRIL 2, FOLLOWING INAUGURATION OF THE CONFERENCE. END SUMMARY.
4. MISSION POLITICAL OFFICER MET WITH ISRAELI AMBASSADOR EPHRAIM DOWEK ON MARCH 2, 1984 TO DISCUSS FURTHER THE UPCOMING 71ST IPU CONFERENCE AND THE ISRAELIS' CONCERN OVER THE PROPOSED SUPPLEMENTARY ITEMS.
5. AS THINGS STAND NOW, THERE ARE FIVE NEW SUPPLEMENTARY ITEMS PROPOSED FOR INCLUSION ON THE CONFERENCE AGENDA:

-- (A) THE IRAQI ITEM HAS BEEN REDEFINED TO
READ: "THE CONTINUATION OF THE ARAB-ISRAEL CONFLICT

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AND THE IRAQ-IRAN WAR IN THE MIDDLE EAST, THREATS TO INTERNATIONAL PEACE AND SECURITY."

-- (B) A SYRIAN ITEM: "THE RACIST AND AGGRESSIVE BEHAVIOR OF ISRAEL AND THE REPUBLIC OF SOUTH AFRICA."

-- (C) A SOMALI ITEM: "THE CONTINUATION OF ETHIOPIA'S ARMED AGGRESSION AND OCCUPATION OF PARTS OF SOMALI TERRITORY AND ITS GRAVE IMPLICATIONS FOR INTERNATIONAL PEACE AND SECURITY."

-- (D) AN ITALIAN ITEM: "THE HUMAN RIGHTS SITUATION IN CHILE."

-- (E) AN ISRAELI ITEM: "THE SYRIAN THREAT TO PEACE, STABILITY AND SECURITY IN THE MIDDLE EAST."

6. ANY OMNIBUS ITEM SUCH AS THE ONES PROPOSED BY IRAQ AND SYRIA WHICH LINKS TWO OR MORE ISSUES TOGETHER HAS A GOOD CHANCE OF OBTAINING THE REQUIRED TWO-THIRDS VOTE FOR INCLUSION ON THE AGENDA. SUCH AN ITEM CAN ALSO BE REINTRODUCED AT EVERY IPU CONFERENCE WHICH WOULD MEAN THAT THE SAME ISSUES (I.E., THE MIDDLE EAST, ISRAEL, SOUTH AFRICA) WOULD BE DEBATED OVER AND OVER AGAIN. AS ONLY ONE SUPPLEMENTARY ITEM CAN BE INCLUDED, THIS WOULD PRECLUDE THE DISCUSSION OF ANY OTHER ISSUE, CERTAINLY ISSUES THAT THE US AND WESTERN DELEGATIONS MAY WISH TO CONSIDER.

7. SINCE THE DEADLINE HAS PASSED FOR THE SUBMISSION OF SUPPLEMENTARY AGENDA ITEMS, IT APPEARS THAT IT WOULD BE IN THE BEST INTERESTS OF THE U.S. AND WESTERN DELEGATIONS TO FOCUS THEIR EFFORTS ON THE REJECTION OF SUCH OMNIBUS ITEMS. ACCORDING TO COMMENTS BY SECRETARY GENERAL PIO-CARLO TARENZIO AND HIS LEGAL COUNSEL DURING THE PRE-CONFERENCE BRIEFING AT IPU HEADQUARTERS THIS WEEK, "A CHOICE WILL HAVE TO BE

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MADE BY THE PARLIAMENTARIANS WHETHER OR NOT THEY WILL ACCEPT THE MERGING OF TWO OR MORE ITEMS AFTER THE DEADLINE IN DEFINING THE ONE OMNIBUS ITEM TO BE CONSIDERED AT THE CONFERENCE; ALSO (RELATED), IS IT POSSIBLE TO AMEND LANGUAGE AFTER THE DEADLINE?" THIS KIND OF DEBATE, PLUS THE FINAL VOTING ON THE SUPPLEMENTARY ITEMS AS FINALLY DEFINED, POINTS TO A MAJOR FLOOR FIGHT ON THE FIRST DAY, MONDAY, APRIL 2.

8. ACCORDING TO ISRAELI AMBASSADOR DOWEK, THERE ARE ONLY TWO POSSIBLE STRATEGIES THAT COULD SUCCEED IN THE REJECTION OF SUCH OMNIBUS ITEMS. THE FIRST ONE IS A LEGAL APPROACH WHICH COULD CONSIST OF CHALLENGING THE LEGALITY OF THE OMNIBUS ITEM ON THE BASIS THAT IT PROPOSES TO DISCUSS TWO DIFFERENT TOPICS OR CONFLICTS. THIS APPROACH MAY NOT BE SUCCESSFUL, BECAUSE THE WORD "ITEM" IS NOT CLEARLY DEFINED IN THE IPU STATUTES AND RULES BOOK. THE SECOND APPROACH IS A PROCEDURAL ONE. THERE WILL BE 100 VOTING MEMBERS AT THE 71ST IPU CONFERENCE. A VOTE OF 34 WILL BE NEEDED TO BLOCK THE INCLUSION OF ANY ITEM AND COULD BE GARNERED IF ALL COUNTRIES THAT DO NOT HAVE A VESTED INTEREST IN DISCUSSING THE MIDDLE EAST AND APARTHEID JOIN FORCES.

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9. ACTION REQUESTED: MISSION WOULD STRESS TWO IMPORTANT FACTORS THAT SHOULD BE BROUGHT TO THE ATTENTION OF THE U.S. DELEGATION TO IPU FOR THEIR CONSIDERATION:

1) THE STAKES ARE SUBSTANTIAL FROM THE U.S. PERSPECTIVE--SHOULD THE DESCRIBED PROCEDURAL TACTIC NOT BE SUCCESSFUL, THE MIDDLE EAST QUESTION WILL BECOME A PERENNIAL DEBATE IN FUTURE IPU CONFERENCES.

2) SHOULD EITHER THE IRAQI OR SYRIAN OMNIBUS ITEM (OR POSSIBLE MERGER OF THE TWO) BE ACCEPTED, IT WILL SET A PRECEDENT WHICH WILL LEAVE THE DOOR OPEN FOR THE INCLUSION OF ANY OTHER ITEM BROAD ENOUGH TO SATISFY THE POLITICAL PURPOSES OF SOVIET AND PRO-SOVIET ARAB AND AFRICAN DELEGATIONS AT THE EXPENSE OF WESTERN REPRESENTATIVES.

THEREFORE WE RECOMMEND THAT THE DEPARTMENT AND THE U.S. DELEGATION CONSIDER CAREFULLY THE POSSIBLE SCENARIOS OUTLINED IN PARAGRAPHS 7 AND 8 ABOVE, AND DEVELOP A STRATEGY TO DEAL WITH THE CRUCIAL DEBATE ON SELECTION OR REJECTION OF A SUPPLEMENTARY ITEM THAT WILL COME THE FIRST DAY OF THE CONFERENCE.
VAN HEUVEN
END OF MESSAGE

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