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1. Options Regarding an Arms Embargo Against Burundi

A. Introduce Embargo Now

Pros

- o Aimed at arms flows to extremist Hutus, who are launching frequent armed attacks in the countryside.
- o Aimed at arms flows to the Tutsi-dominated Army and Tutsi extremists, both of whom are launching reprisals, often against civilian populations.
- o No cost.
- o Sends a signal that the international community is appalled by the continuing violence in Burundi, and wishes to do something about it.

Cons

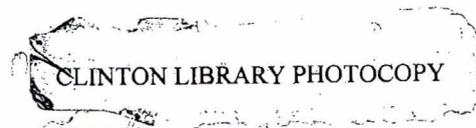
- o Given the recent suspension/lifting of the embargo against Rwandans, which some persons worried would lead to more arms finding their way to Burundi, the timing is bad.
- o An embargo against Burundi, with none against Rwanda, would not be effective.
- o Difficult to enforce.
- o Over time, likely to affect the Army's ability to fight insurgencies, while not affecting the insurgents or ethnic cleansing operations as much.

B. Holding an Arms Embargo in Reserve

Pros

- o As it represents no outward change in status quo, is less likely to have destabilizing effect or prompt Tutsi hardliner action.

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- o We retain the leverage which a threat to impose an embargo gives us.
- o We avoid the possibility of floating the idea, only to see it go nowhere at the UN, due to possible European opposition.
- o If/when we do call for an embargo, it could be used in a broader context, as part of a concerted series of actions.

Cons

- o The status quo, which is not acceptable as far as the security situation is concerned, continues.
- o We miss, for now, the opportunity to send a strong signal about violence in Burundi.
- o Arms continue to flow to the Army and to extremists of both ethnic groups, fuelling the cycle of extremist attack and reprisal, as well as providing the materiel for any coup attempt.

2. Options Regarding an Assets Freeze Against Burundians

A. Introduce Freeze Resolution

Pros

- o Bolsters the work of the moderates.
- o Cuts off funds which are being used to purchase weapons by extremists on both sides.
- o Sends strong signal that we want to isolate extremists and break the cycle of impunity.
- o Low cost.
- o More surgical than a sweeping arms embargo---more calculated to affect only extremists.
- o Gives Europeans political cover for something they may wish to do.

Cons

- o May provoke panic response by extremists.
- o Difficult to enforce---mainly symbolic.

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- o Europeans are sometimes reluctant about assets freezes. The relevant bank accounts are more likely to be in Europe than in the U.S., so European cooperation is key.
- o Because of above considerations, may be difficult to obtain enough votes on the Security Council.
- o Treasury traditionally is reluctant about assets freezes, for policy, legal and technical reasons.

B. Hold Off on Assets Freeze

Pros

- o Leaves us with the leverage to threaten an assets freeze, e.g. to help force extremists to the conference table.
- o As it represents no outward change in status quo, is less likely to prompt extremist reaction.
- o We avoid the possibility of floating the idea, only to see it go nowhere at the UN.

Cons

- o We would cease to commit to already agreed upon preventive measure.
- o The cycle of impunity continues.
- o We miss, for now, the opportunity to send a strong signal about extremists in Burundi.
- o We miss, for now, the opportunity to send such a message in what would be a basically low cost, symbolic manner for us, there being few such bank accounts here.
- o Extremists will use the money to buy arms and pay fighters.

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