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RECD: 220910

FM UKDEL NASSAU  
TO IMMEDIATE CANBERRA  
TELNO GUIDANCE 1

OF 220355Z OCTOBER 85

AND TO IMMEDIATE WASHINGTON, UKMIS NEW YORK, OTTAWA, BONN, BRUSSELS,  
AND TO IMMEDIATE COPENHAGEN, DUBLIN, LUXEMBOURG, PARIS,  
AND TO IMMEDIATE UKREP BRUSSELS, THE HAGUE, ATHENS, ROME, PRETORIA,  
AND TO IMMEDIATE MASERU, MBABANE, DAR ES SALAAM, GABORONE, LAGOS  
AND TO IMMEDIATE NAIROBI, NEW DELHI, LUSAKA, HARARE, ADDIS ABABA  
INFO IMMEDIATE FCO, HMY BRITANNIA

SOUTHERN AFRICA : THE COMMONWEALTH ACCORD.

INTRODUCTION.

1. THE PRIME MINISTER GAVE A PRESS CONFERENCE ON 20 OCTOBER AFTER AGREEMENT HAD BEEN REACHED BY COMMONWEALTH HEADS OF GOVERNMENT AT NASSAU ON THE COMMONWEALTH ACCORD (TEXT OF DOCUMENT IN MY TELNO 33 TO FCO).

LINE TO TAKE

2. THIS AGREEMENT ON SOUTHERN AFRICA IS A MAJOR COMMONWEALTH ACHIEVEMENT.

3. A VITAL PART OF THE ACCORD IS THE CALL ON ALL SIDES IN THE SOUTH AFRICAN CONFLICT TO SUSPEND VIOLENCE. THIS IS UNPRECEDENTED AND CONSTITUTES A CONSIDERABLE STEP FORWARD. IT IS IN THIS CONTEXT THAT WE ARE CALLING UPON THE SOUTH AFRICAN GOVERNMENT TO LIFT THE BAN ON THE ANC.

4. THE INTENTION IS TO URGE ON THE SOUTH AFRICAN GOVERNMENT THE NEED TO ACHIEVE PROGRESS TOWARDS FUNDAMENTAL REFORM. THE FORMS WHICH A POLITICAL SETTLEMENT IN SOUTH AFRICA WILL TAKE ARE FOR THE PEOPLE OF THAT COUNTRY TO DETERMINE.

5. THE URGENT PRIORITY IS TO PROMOTE A PROCESS OF DIALOGUE BETWEEN THE SOUTH AFRICAN GOVERNMENT AND THE GENUINE REPRESENTATIVES OF THE BLACK COMMUNITY. THE ACCORD IS DESIGNED TO FURTHER THAT PROGRESS.

6. A SMALL GROUP OF QUOTE EMINENT COMMONWEALTH PERSONS UNQUOTE WILL BE SET UP TO ASSIST THIS PROCESS. WHO THEY WILL BE AND HOW THEY WILL OPERATE HAS YET TO BE DETERMINED.

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7. IT IS THE TASK OF THE PRESIDENT OF ZAMBIA AND THE PRIME MINISTER OF AUSTRALIA, BAHAMAS, BRITAIN, CANADA, INDIA AND ZIMBABWE TO WORK OUT TOGETHER WITH THE COMMONWEALTH SECRETARY-GENERAL HOW THE DIALOGUE CAN BE ASSISTED.

8. THE LIST OF MEASURES COMPRISES A NUMBER WHICH BRITAIN IS ALREADY OBSERVING. TWO ADDITIONAL MEASURES ARE INCLUDED: ACTION TO PRECLUDE THE IMPORT OF KRUGERRANDS= AND NO FURTHER GOVERNMENT FUNDING FOR TRADE MISSIONS TO SOUTH AFRICA OR PARTICIPATION IN EXHIBITIONS AND TRADE FAIRS IN SOUTH AFRICA.

9. WE MAY BE ASKED HOW WE RECONCILE THESE 'ECONOMIC MEASURES' WITH HMG'S OPPOSITION TO ECONOMIC SANCTIONS. THE GOVERNMENT CONTINUES TO BE OPPOSED TO ECONOMIC AND TRADE BOYCOTTS THAT WOULD BE DAMAGING TO THE SOUTH AFRICAN ECONOMY AND HARM THOSE IN SOUTH AFRICA AND NEIGHBOURING COUNTRIES WHOM WE ARE TRYING TO HELP. THESE MEASURES WOULD NOT HAVE THAT EFFECT. BUT, LIKE THE LUXEMBOURG MEASURES, THEY REPRESENT AN IMPORTANT POLITICAL AND PSYCHOLOGICAL SIGNAL TO THE SOUTH AFRICAN GOVERNMENT OF THE NEED FOR URGENT AND FUNDAMENTAL REFORM.

10. THE PROCESS OF DIALOGUE AND THE MEASURES AGREED IN THE ACCORD ARE INTENDED TO BRING ABOUT PROGRESS TOWARDS CHANGE WITHIN SIX MONTHS. AFTER THAT PERIOD THE HEADS OF GOVERNMENT DETAILED IN PARAGRAPH 7 OR THEIR REPRESENTATIVES WILL MEET TO REVIEW THE POSITION. IF ADEQUATE PROGRESS HAS NOT BEEN MADE BY THAT TIME SOME GOVERNMENTS HAVE STATED THAT THEY WILL CONSIDER THE ADOPTION OF FURTHER MEASURES. THE PRIME MINISTER HAS MADE IT CLEAR THAT BRITAIN IS NOT COMMITTED TO THE FURTHER STEPS SET OUT AT THE END OF THE ACCORD.

#### ADDITIONAL POINT

11. IF PRESSED ABOUT THE IMPACT ON UK INTERESTS, YOU CAN TAKE THE LINE THAT WE SHOULD NOT EXPECT THE WITHDRAWAL OF FINANCIAL SUPPORT FOR TRADE MISSIONS AND PARTICIPATION IN FAIRS WILL NECESSARILY RESULT IN A SIGNIFICANT LOSS OF NEW BUSINESS. BRITISH EXPORTERS REMAIN FREE TO EXERCISE THEIR COMMERCIAL JUDGEMENT ON TRADE WITH SOUTH AFRICA, MANY DO SO WITHOUT TAXPAYER'S SUPPORT.

#### BACKGROUND

12. DISCUSSION OF SOUTHERN AFRICA WAS OPENED IN THE SECOND EXECUTIVE SESSION ON 17 OCTOBER BY KAUNDA AND CONTINUED TO THE END OF THE THIRD EXECUTIVE SESSION ON 18 OCTOBER. THE MAIN THRUST WAS UPON SOUTH AFRICA RATHER THAN NAMIBIA.

13. A NUMBER OF SPEAKERS PRESENTED THE CASE FOR A STRONG SIGNAL BASED ON ECONOMIC SANCTIONS CALLING UPON SOUTH AFRICA TO DISMANTLE APARTHEID AND INSTITUTE FUNDAMENTAL CHANGE. THE PRIME MINISTER SPOKE ON 18 OCTOBER. SHE POINTED FIRMLY TO THE NEED FOR A POSITIVE APPROACH. AND SHE REITERATED THAT ECONOMIC SANCTIONS WOULD BE COUNTER-PRODUCTIVE IN ACHIEVING THIS AIM. SHE IDENTIFIED THE ESTABLISHMENT OF A DIALOGUE BETWEEN THE SOUTH AFRICAN GOVERNMENT AND BLACK SOUTH AFRICAN LEADERS AS THE FIRST PRIORITY. HER RINGING CONDEMNATION OF APARTHEID WAS WELCOMED. THE ISSUE OF SANCTIONS WAS, HOWEVER, NOT RESOLVED, AND IT WAS AGREED THAT DISCUSSION WOULD HAVE TO BE CARRIED FORWARD TO THE RETREAT.

14. THERE WERE INTENSIVE DISCUSSIONS ON SOUTH AFRICA OVER THE WEEK-END. THE PRIME MINISTER RAISED FIRMLY THE NEED TO CALL FOR AN END TO VIOLENCE IN SOUTH AFRICA AS A CONDITION FOR DIALOGUE. A PROGRAMME OF COMMON ACTION WAS DRAWN UP AS A DEMONSTRATION OF THE OPPOSITION OF COMMONWEALTH GOVERNMENTS TO APARTHEID. THE TEXT WAS AGREED UNCHANGED AT A PLENARY SESSION HELD AT LYFORD CAY ON THE EVENING OF 20 OCTOBER. THE PRIME MINISTER'S CONTRIBUTION WAS PRAISED AND THE MEETING ENDED WITH A ROUND OF APPLAUSE FOR HER.

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