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DD 300030Z TOKYO
FM FCOLN TO TOKYO
291916Z JUN
GRS 795

PRIME MINISTER'S
PERSONAL MESSAGE
SERIAL No. T 118/86

CONFIDENTIAL
FM FCO
TO DESKBY 300030Z TOKYO
TELNO 535
OF 291916Z JUNE 86

MY TELNO 197 TO LUSAKA: SOUTH AFRICA: MESSAGES
FOLLOWING IS TEXT
BEGINS

I AM WRITING AS SOON AS POSSIBLE AFTER LAST WEEK'S MEETING OF THE EUROPEAN COUNCIL TO LET YOU KNOW SOMETHING OF OUR THINKING, AS WE TAKE OVER THE PRESIDENCY OF THE EUROPEAN COMMUNITY, ABOUT THE NEXT STEPS IN RELATION TO SOUTH AFRICA.

LIKE EVERYONE OF OUR COLLEAGUES IN THE COMMONWEALTH I WAS OF COURSE GRIEVOUSLY DISAPPOINTED BY THE BREAKDOWN OF THE COMGEP MISSION. IT IS VERY SAD THAT HAVING ACHIEVED SO MUCH THEY SHOULD AT THE LAST HAVE BEEN FRUSTRATED BY THE OBDURACY OF PRESIDENT BOTHA'S GOVERNMENT. THE THREE SOUTH AFRICAN RAIDS ON NEIGHBOURING COUNTRIES WERE A SHOCK WHICH ANGERED US ALL.

SINCE THEN WE HAVE, OF COURSE, ALL BEEN CONSIDERING WHAT MORE WE CAN AND SHOULD DO TO BRING ABOUT A CHANGE IN THE ATTITUDE OF THE SOUTH AFRICAN GOVERNMENT. SO TOO HAVE OUR COLLEAGUES AT THE HEAD OF EUROPEAN GOVERNMENTS. LIKE US THEY BELIEVE, WITH THE SAME PROFOUND CONVICTION, THAT THE OBJECTIVES WHICH THE COMMONWEALTH SET AT NASSAU - TO BRING APARTHEID TO AN END, THROUGH DIALOGUE AND A SUSPENSION OF VIOLENCE ON ALL SIDES - REMAIN ENTIRELY VALID. AFTER ALL, THOSE WERE THE

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OBJECTIVES WHICH THE COMMUNITY TOO SET ITSELF AT LUXEMBOURG LAST SEPTEMBER, AND AGAIN AT THE JOINT MEETING WITH THE FRONT LINE STATES IN LUSAKA EARLIER THIS YEAR.

THE QUESTION WE ALL ASKED EACH OTHER ONCE AGAIN AT THE HAGUE WAS THIS: IS THE PROMOTION OF DIALOGUE NOW A QUITE HOPELESS CAUSE, OR IS THERE STILL A CASE FOR TRYING ONCE MORE THE ROAD OF PERSUASION BEFORE WE RESIGN OURSELVES TO THE PROSPECT OF SOUTH AFRICA BEING CAUGHT UP INEVITABLY IN A RISING TIDE OF VIOLENCE?

I SHOULD STRESS THAT RECENT DEVELOPMENTS IN SOUTH AFRICA HAVE CAUSED ME GREAT CONCERN. THE REIMPOSITION OF THE STATE OF EMERGENCY AND THE FURTHER INTERNAL MEASURES GOING WITH IT ARE A RECIPE FOR AN EVEN SWIFTER UPWARD SPIRAL OF REPRESSION AND VIOLENCE AND INTER-RACIAL CONFLICT. I AM UTTERLY DETERMINED THAT EVERYTHING POSSIBLE SHOULD BE DONE TO AVERT THAT LOOMING CATASTROPHE AND TO BRING APARTHEID TO AN END BY PEACEFUL MEANS - THAT, I BELIEVE, IS THE QUICKEST WAY - THROUGH NEGOTIATION AND NOT CONFLICT.

THE QUESTION IS WHETHER THAT ROUTE IS STILL POSSIBLE. A CRUCIAL FACTOR MUST BE THE ATTITUDE OF THE SOUTH AFRICAN GOVERNMENT. MY READING OF THE AFRIKANER CHARACTER IS QUITE CLEAR: IF WE ARE TO AVOID SIMPLY DRIVING PRESIDENT BOTHA AND HIS PEOPLE INSIDE THE LAAGER, WITH ALL THE THREAT OF MOUNTING BLOODSHED THAT THAT WOULD IMPLY, THEN IT IS IMPERATIVE THAT WE SHOULD DEMONSTRATE OUR DISAPPROVAL AND CONDEMNATION OF THE POLICIES OF THE SOUTH AFRICAN GOVERNMENT WITHOUT CAUSING THEM TO REACT IN SUCH A WAY AS TO RULE OUT DIALOGUE AND COMPROMISE.

IT WAS WITH THOSE THOUGHTS IN MIND THAT I APPROACHED MY MEETING LAST THURSDAY AND FRIDAY WITH MY EUROPEAN COMMUNITY COLLEAGUES. AFTER LONG DISCUSSION WE REACHED AGREEMENT ON THE MOST EFFECTIVE ACTION THAT WE COULD TAKE AT THIS STAGE.

WE HAD NO DOUBT THAT THE KEY MOVE THAT WAS NECESSARY TO PROMOTE THE GENUINE NATIONAL DIALOGUE WHICH WE ALL WANT WAS FOR THE SOUTH AFRICAN GOVERNMENT UNCONDITIONALLY TO RELEASE NELSON MANDELA AND OTHER POLITICAL PRISONERS AND TO LIFT THE

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BAN ON THE ANC, PAC AND OTHER POLITICAL PARTIES. DESPITE THE OBVIOUS DIFFICULTIES INVOLVED WE DECIDED TOO THAT IT WAS RIGHT TO UNDERTAKE ONE MORE DIPLOMATIC INITIATIVE TO THAT END. IT WAS ACCORDINGLY AGREED THAT GEOFFREY HOWE SHOULD GO NEXT MONTH TO SOUTHERN AFRICA, IN HIS CAPACITY AS PRESIDENT OF THE EUROPEAN COUNCIL OF MINISTERS AND WITH THE FULL SUPPORT OF THE COMMUNITY, TO CARRY OUT THIS MISSION.

IT WAS ALSO AGREED THAT DURING THE NEXT THREE MONTHS IN SUPPORT OF THAT MISSION THE TWELVE WOULD ENTER INTO CONSULTATIONS WITH THE OTHER INDUSTRIALISED COUNTRIES ON FURTHER MEASURES WHICH MIGHT BE NEEDED, COVERING IN PARTICULAR A BAN ON NEW INVESTMENT AND ON THE IMPORT OF COAL, IRON, STEEL AND GOLD COINS FROM SOUTH AFRICA.

I EMPHASISED TO MY EUROPEAN COLLEAGUES HOW ESSENTIAL IT IS, IF THERE IS GOING TO BE AN EFFECTIVE POLICY ON SOUTH AFRICA, THAT THIS SHOULD HAVE THE SUPPORT OF ALL THE MAJOR WESTERN INDUSTRIALISED COUNTRIES AND JAPAN. TO BE EFFECTIVE MEASURES MUST BE TAKEN IN COMMON. DURING THE SECOND HALF OF THIS YEAR BRITAIN WILL BE AT THE HELM OF THE EUROPEAN COMMUNITY. OUR AIM WILL BE TO KEEP IN VERY CLOSE TOUCH WITH YOU, SO THAT OUR POLICIES AND ACTIONS CAN BE COORDINATED TO THE GREATEST EXTENT POSSIBLE.

I HOPE VERY MUCH THAT THE MISSION ON WHICH GEOFFREY HOWE IS EMBARKING WILL PRODUCE SOME NEW OPENING, AND THAT IT WILL HAVE YOUR SUPPORT. WE MUST TAKE WHATEVER CHANCE THERE IS TO BREAK THE PRESENT IMPASSE BEFORE IT IS TOO LATE.
ENDS.

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SOUTHERN AFRICA
STANDARD (PALACE)
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MR REEVE
CABINET OFFICE

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TO DESKBY 300630Z LUSAKA

TELNO 197

OF 291700Z JUNE 86

AND TO DESKBY 300630Z HARARA

AND TO DESKBY 292200Z NASSAU, OTTAWA

AND TO DESKBY 300730Z LAGOS

AND TO DESKBY 292300Z CANBERRA

AND TO DESKBY 300030Z TOKYO

AND TO DESKBY 300200Z NEW DELHI

AND TO DESKBY 300530Z DAR ES SALAAM

SOUTH AFRICA: MESSAGES FROM THE PRIME MINISTER TO HEADS OF GOVERNMENT

1. MIFT TO LUSAKA, HARARE, NASSAU, OTTAWA, DAR ES SALAAM AND LAGOS CONTAINS THE TEXT OF THE MESSAGES FOR DR KAUNDA, MR MUGABE, SIR LYNDEN PINDLING, MR MULRONEY, PRESIDENT MWINYI AND MAJOR-GENERAL BABANGIDA (WITH AN ADDITIONAL PARAGRAPH FOR BABANGIDA ONLY).
2. TELEGRAMS TO TOKYO, CANBERRA AND NEW DELHI CONTAIN TEXTS FOR DELIVERY TO MR NAKASONE, MR HAWKE AND MR GANDHI.
3. ALL MESSAGES ARE FOR EARLIEST POSSIBLE DELIVERY TONIGHT OR EARLY TOMORROW.

HOWE

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10 DOWNING STREET

From the Private Secretary

29 June 1986

Dear Resident Clerk,

EUROPEAN COUNCIL: SOUTH AFRICA

The Prime Minister has approved, with very minor amendments, the text of the messages to a number of Heads of Governments of industrialised and Commonwealth countries about the outcome of the recent European Council discussions on South Africa. I enclose amended copies. I should be grateful if they could be despatched tonight for the earliest possible delivery on Monday 30 June.

The Prime Minister would also like to send an additional personal message to President Kaunda. I enclose a text. Would you please show it to the Foreign Secretary for any comments before despatch.

yours sincerely
C D Powell

C D POWELL

The Resident Clerk,
Foreign and Commonwealth Office

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DRAFT MESSAGE FROM THE PRIME MINISTER TO:

YASUHIRO NAKASONE

Prime Minister of Japan

I am writing as soon as possible after last week's meeting of the European Council to let you know something of our thinking, as we take over the Presidency of the European Community, about the next steps in relation to South Africa.

Like everyone of our colleagues in the Commonwealth I was of course grievously disappointed by the breakdown of the COMGEP mission. It is very sad that having achieved so much they should at the last have been frustrated by the obduracy of President Botha's government. The three South African raids on neighbouring countries were a shock which angered us all.

Since then we have, of course, all been considering what more we can and should do to bring about a change in the attitude of the South African Government. So too have our colleagues at the head of European Governments. Like us they believe, with the same profound conviction, that the objectives which the Commonwealth set at Nassau - to bring apartheid to an end, through dialogue and a suspension of violence on all sides - remain entirely valid. After all, those were the objectives which the Community too set itself at Luxembourg last September, and again at the joint meeting with the Front Line States in Lusaka earlier this year.

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The question we all asked each other once again at The Hague was this: is the promotion of dialogue now a quite hopeless cause, or is there still a case for trying once more the road of persuasion before we resign ourselves to the prospect of South Africa being caught up inevitably in a rising tide of violence?

I should stress that recent developments in South Africa have caused me great concern. The reimposition of the State of Emergency and the further [redacted] internal measures going with it are a recipe [redacted] for an even swifter upward spiral of repression and violence and inter-racial conflict. I am utterly determined that everything possible should be done to avert that looming catastrophe, and to bring apartheid to an end by peaceful means - that, I believe, is the quickest way - through negotiation and not conflict.

The question is whether that route is still possible. A crucial factor must be the attitude of the South African Government. My reading of the Afrikaner character is quite clear: if we are to avoid simply driving President Botha and his people inside the laager, with all the threat of mounting bloodshed that that would imply, then it is imperative that we should demonstrate our disapproval and condemnation of the policies of the South African Government without causing them to react in such a way as to rule out dialogue and compromise.

It was with those thoughts in mind that I approached my meeting last Thursday and Friday with my European Community colleagues. After long discussion we reached agreement

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on the most effective action that we could take at this stage.

We had no doubt that the key move that was necessary to promote the genuine national dialogue which we all want was for the South African Government unconditionally to release Nelson Mandela and other political prisoners and to lift the ban on the ANC, PAC and other political parties. Despite the obvious difficulties involved we decided too that it was right to undertake one more diplomatic initiative to that end. It was accordingly agreed that Geoffrey Howe should go next month to Southern Africa, in his capacity as President of the European Council of Ministers and with the full support of the Community, to carry out this mission.

It was also agreed that during the next three months in support of that mission the Twelve would enter into consultations with the other industrialised countries on further measures which might be needed, covering in particular a ban on new investment and on the import of coal, iron, steel and gold coins from South Africa.

I emphasised to my European colleagues how essential it is, if there is going to be an effective policy on South Africa, that this should have the support of all the major Western industrialised countries and Japan. To be effective measures must be taken in common. During the second half of this year Britain will be at the helm of the European Community. Our aim will be to keep in very close touch with you, so that our policies and actions can be coordinated to the greatest extent possible.

I hope very much that the mission on which Geoffrey Howe is embarking will produce some new opening, and that it will have your support. We must take whatever chance there is to break the present impasse before it is too late.