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# Consideration Filing

Distribution of FCO relegrans to No.10

FOREIGN POLICY

June 1984.

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
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British Embassy Washington

24 July 1992

3100 Massachusetts Avenue N.W. Washington D.C. 20008-3600

Telephone: (202) 898-4292 Facsimile: (202) 898-4255

From The Ambassador

### Personal

S J Wall Esq LVO Private Secretary No 10 Downing St London

Dear Stehen,

#### TELEGRAMS

You are absolutely right about the Middle East telegram churned out by the Chancery. I have told everyone in this Embassy that:

- (a) no telegram is to be more than two sides;
- (b) the summary must say it all;
- (c) they must avoid unintelligible acronyms.

Tour,

Roben.

Robin Renwick

y reaction was the LONDON SWIA ZAA Same x/ have for the From the Private Secretary addressed to Pro Capetown telegram No. 067 which Tony Reeve addressed to "Private Secretary and Hemans, AUSS" and which purports to represent the views of the Prime Minister on a sensitive issue has been given a distribution by the FCO of one hundred and forty eight copies. Tony Reeve himself might be surprised. The Prime Minister would, I fear, regard it as characteristic. Richard Gozney, Esq., Foreign and Commonwealth Office.





Foreign and Commonwealth Office

London SW1A 2AH

8 April 1988

Oh

Dear Charles

Thank you for your letter of & April. I am sorry the telegrams reporting Sir Christopher Mallaby's introductory call on Herr Genscher did not reach you automatically. We have taken steps to ensure that in future you receive such reporting telegrams without delay.

You asked about the record of Sir Julian Bullard's valedictory call on Chancellor Kohl. Since the call covered little of substance other than arms control issues, Sir J Bullard included his account of it in a broader one on German reactions to the NATO Summit. I attach a further copy of the telegram.

1949 Ever

(L Parker) Private Secretary

C D Powell Esq 10 Downing Street CONFIDENTIAL



fre DASAKJ be: PC

## 10 DOWNING STREET LONDON SWIA 2AA

From the Private Secretary

1 April 1988

I am grateful to you for sending me informally the telegrams reporting HM Ambassador Bonn's first call on Herr Genscher. But surely these should have come to Number 10 automatically. Moreover, we have still not seen here Sir Julian Bullard's telegrams reporting his farewell call on Chancellor Kohl. Sir Julian is coming to see the Prime Minister quite soon.

It looks to me as though the distribution system is not working properly as far as Number 10 is concerned and I should be grateful if you would take an urgent look at it.

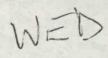
C D POWELL

Lyn Parker, Esq. Foreign and Commonwealth Office

DO



61329Z SEND MEM OVD



PAGE 01

DIS RET MES FM BONNN TO FCOLN OF 041630Z MAR FELNO 00212 CDIS RET MES) [ ] I/T MSG [O1] OF 01 DIST UNLY [ ] D COMMENT

Page: 01 of 02

CONFIDENTIAL
FM BONN
TO PRIORITY FCO
TELNO 212
OF 041630Z MARCH 88
INFO PRIORITY MOD UK, UKDEL NATO, WASHINGTON, PARIS

MY TELNO 207: NATO SUMMIT: FEDERAL GOVERNMENT REACTION

#### SUMMARY

1. KOHL IN RELAXED FRAME OF MIND AFTER SUMMIT, WHICH HE SAW AS A SUCCESSFUL DISPLAY OF UNITY. APPARENTLY WELL DISPUSED TO GRASPING THE MODERNISATION NETTLE IN DUE COURSE. WOERNER SEES 1989 AS THE KEY YEAR HERE.

#### DETAIL

- 2. I HAVE DISCUSSED THE SUMMIT WITH KOHL, WOERNER AND TELTSCHIK. THE GENERAL MOOD IS POSITIVE, NOTING THE SUMMIT DECLARATIONS WERE GOOD DOCUMENTS, DEMONSTRATING ALLIANCE UNITY. KOHL WAS NOT DISPOSED TO RAKE OVER THE INTRA-ALLIANCE PROBLEMS LEADING UP TO THE DECLARATIONS. KOHL BELIEVES THE SUMMIT WAS A PSYCHOLOGICAL SUCCESS, AN EXCELLENT SEND-OFF FOR BOTH PRESIDENT REAGAN IN MOSCOW AND INDEED FOR LORD CARRINGTON.
- 3. THE SUMMIT PROCESS HAS CLARIFIED THE FEDERAL GOVERNMENT'S POSITION ON MODERNISATION. KOHL NOW RECOGNISES, AS HE HAS IN PUBLIC, THAT WHENEVER A DECISION HAS TO BE TAKEN. THE FRG WILL TAKE IT, WITHOUT QUALIFICATION. HE TOLD ME THIS MORNING THAT MODERNISATION WAS NO LONGER A MATTER OF DISPUTE SINCE THE NATO SUMMIT. WOERNER. TO WHOM I SPOKE YESTERDAY, AGREED WITH ME THAT THE PROPOSAL MUST BE PUT TO THE BUNDESTAG IN 1989, AFTER WE KNEW WHO THE NEW AMERICAN PRESIDENT WAS, AND BEFORE THE FRG EMBARKE) ON THE 1990 ELECTION CAMPAIGN. KOHL WAS MORE RELAXED ON TIMING, CLAIMING THAT MS RIDGEWAY HAD MENTIONED 1994. RATHER THAN 1992/3 FOR IMPLEMENTATION. BUT WHEN I SUGGESTED 1989, KOHL WAS NOT OPPOSED, AND HIS RESPONSE SUGGESTED A MAN OPEN TO PERSUASION IF OTHERS THOUGHT A DECISION NEELED TO BE TAKEN THEN.
- 4. KOHL SEEMED PARTICULARLY PLEASED WITH THE DECLARATION ON CONVENTIONAL WEAPONS. SAYING THAT HE LOOKED FORWARD TO THE ARGUMENT ABOUT THIS BECALSE THE GENERAL PUBLIC UNDERSTOOD NUMBERS OF TANKS AND GUNS JETTER THAN THEY DID MISSILES AND WARHEADS.
- 5. TELTSCHIK TOOK A SIMILAR LINE WHEN I SAID GOODBYE TO HIM THIS AFTERNOON. HE HOPED IT WAS UNDERSTOOD IN LONDON THAT THE GERMAN CHANCELLOR, HEADING A COALITION WHICH STRETCHED FROM GENSCHER TO THE INCREASINGLY IRRATIONAL STRAUSS. HAD TO BE MORE FLEXIBLE ABOUT TONE AND TERMINOLOGY THAN THE BRITISH PRIME MINISTER MEEDED TO BE. TELTSCHIK TOO PUT THE STRESS ON THE DISPLAY OF UNITY AT THE SUMMIT, AND ON THE BASIS THUS CREATED FOR SUBSEBUENT DECISIONS IN MATO ON



BOTH DEFENCE REQUIREMENTS AND ARMS CONTROL COVERING NOT JUST THE FRG BUT THE ALLIANCE AS A WHOLE. HE WOULD NOT SPECULATE ABOUT WHAT THE EVENTUAL PACKAGE WOULD LOOK LIKE, EXCEPT TO SAY THAT HE SAW A TREND AWAY FROM SHORTER AND TOWARDS LONGER RANGE WEAPONS: HE REFERRED HERE TO THE PRIME MINISTER'S MENTION OF F111 AIRCRAFT AND SEA-LAUNCHED MISSILES.

6. VON PLOETZ (AUSWAERTIGES AMT) WANTS THE KEY EUROPEAN MEMBERS OF THE ALLIANCE TO WORK MORE CLOSELY TOGETHER EG IN TAKING STOCK OF NUCLEAR REQUIREMENTS IN EUROPE IN TIME TO BE ABLE TO INFLUENCE THE NEW US ADMINISTRATION. GENSCHER HAS BEEN BRIEFED TO HAVE A FORWARD-LOOKING AND MORE PHILOSOPHICAL DISCUSSION WITH YOU THIS WEEKEND WITH PARTICULAR EMPHASIS ON STRENGTHENING THE EUROPEAN ROLE WITHIN THE ALLIANCE, AS WELL AS EUROPE'S POLICIES TOWARDS THE

DVD:00 MSS:68 MIS:41 PTR:00 DEF:07

SYSMES:00 0613

DIS RET MES FM BONNN TO FCOLN OF 041630Z MAR TELNO 00212

[DIS RET MES] [ ] I/T MSG [01] DF 01 DIST ONLY [ ] D Page: 02 of 02

EAST. AT THE AUSWAERTIGES AMT, WE DETECT A MOOD TO OPEN A NEW

CHAPTER POST-SUMMIT. HANDLED RIGHT, (IE COMPREHENSIVE CONCEPT WORK

FIRST), EVEN THE AUSWAERTIGES AMT MAY PERHAPS BE BROUGHT TO ACCEPT A

RESTRUCTURING OF THEATRE NUCLEAR FORCES, INCLUDING MODERNISATION

WHERE APPROPRIATE.

#### BULLARD

YYYY		
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NATO		0
LIMITED		8
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ACDD		7
DEFENCE		4
NED		5
SOVIET		5
EED		6
CSCE UNIT		2
PLANNERS		3
WED		9
SED		7
PUSD		25
NAD		5
NEWS		10
INFO		15
RESEARCH		1
PS CHOCK SUC	MEG	7
PS/MRS CHAL		1
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PS TO PM 3		3
SIR P CRADO	OCK NO 10.	1
[A HARNEY]		

FOR POC. Dist of telegrans June 184

Duty blish to so Downing ST.

recept for here for the new suite of tubes numbered 22.

I have now witheraw form use the remaining tube numbered 1 and showed be operated by you would forward the here for this since I tube i due course.

miss J macros

miss J macros

cos, Eco

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keys retail

233 8751.

**CODE 18-78** 

MA MS SHIP BR GS FULL

Reference

SPARE IN SAFE

NO 10 DOWNING ST

Two tutes ar fauling can have ber sur for repair dur i view ? the volume & trappe areneding at the moment. I have received a new suite | tubes. They are number 22 and the incline Perase teleppe me to commence receive of the height - we will then start using the new suite

MISS J MALLEDD.

COD FLO

WOILT

233 8751

18/4/86.

Top copy returned to Ms. Wight cst.

Mr. Wryll Yes ilease

MR POWELL 10 Downing Street

CD3 refue

## "HOT LINE" TELEGRAMS

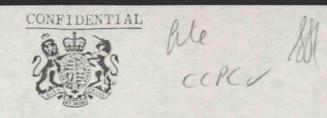
The rules which currently apply to telegrams sent or received over the "Hot Lines" with Washington, Moscow, the Bundeskanzleramt and the Elysee are that:-

- a. no distribution is to be given to them unless asked for by No10;
- b. they are not to be shown to the Duty Intelligence Officer;
- c. by arrangement, they must be handled directly between the Cabinet Office Comcentre staff and the Duty Clerk;
- d. no copies are to be retained by the Comcentre.
- 2. These rules have applied for some years and the purpose of this minute is to seek confirmation that you wish them to continue to apply.

J L Wright

7 December 1984

J.L. Luigh



### 10 DOWNING STREET

From the Private Secretary

14 November 1984

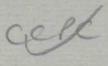
## Telegram Distribution

Thank you for your letter on telegram distribution to No 10. I suggest that we drop from the No 10 distribution, Mines in the Red Sea. I should be grateful if you could add to the telegram distribution we receive, East-West and US/Soviet relations, Ethiopian drought, Guangdong nuclear, international terrorism, UNESCO general policy, Zimbabwe, and Law of the Sea Conference.

C D Powell

Len Appleyard Esq Foreign and Commonwealth Office

CONFIDENTIAL





## Foreign and Commonwealth Office

London SW1A 2AH

12 November, 1984

Dear Charles,

## Telegram Distribution

In the exchange resting with my letter of 2 August we agreed that we would about now look again at the balance of telegrams you automatically receive.

I attach copies of the latest lists showing which telegrams you do and do not receive, together with an explanation of the various code-word distributions. Please let me know if you would like any subjects added or deleted.

Jam ever, Len Applegnere

(L V Appleyard) Private Secretary

C D Powell Esq 10 Downing Street

## PRO FORMA SUBJECT DISTRIBUTIONS SENT TO NO 10

Afghanistan

Anglo-Libyan Relations

Belize/Guatemala

CAMER/REMAC

Cambodia Vietnam

Central America

COLLAR

CULL (Financial)

Cyprus

Falkland Islands

Future of Hong Kong

Grenada

Gibraltar

Iran/Iraq

Monetary

Middle East

Mines in the Red Sea

NEUTRAL

Nigeria - Kidnapping incident

Northern Ireland

North/South

Namibia

Oil

START

Southern Africa

Terrorism/Hijacking Emergency

US Anti-trust action against British airlines

FRAME General

FRAME Economic

FRAME Agriculture

FRAME External

plus all telegrams given FCO/Whitehall Distribution

## PRO FORMA SUBJECT DISTRIBUTIONS NOT SENT TO NO 10

Albania gold

Air services

Boat people

British nuclear tests in Australia

CDE

Chad/Libya

Disarmament

East European Economic

East/West and US/Soviet Relations

Extra territoriality

EC Budget

Environment

Ethiopean Drought

Euro-Arab dialogue

Guandong nuclear

Gulf Co-operation Council

Hong Kong Agreement

IMPEL

India Terrorism

International Development Strategy

International Terrorism

Japan trade

Law of the Sea Conference

MBFR

Mozambique

Pakistan internal

Security at Embassies

SPACE

Sudan

UNESCO General Policy

Western European Union

Zimbabwe

FRAME Development

FRAME Energy

FRAME Fisheries

FRAME Forecast

FRAME Industrial

FRAME Institutional

FRAME Social

FRAME Nuclear

**VOLUME 11** 

## SPECIAL TELEGRAM DISTRIBUTIONS: CODEWORDS (See Chapter 9.16)

DEFINITION DISTRIBUTION CODE WORD For telegrams primarily of interest to the CAMER-REMAC CAMER/REMAC Treasury, dealing with subjects other than (Prefix to number the International Monetary Fund and the series) International Bank. For telegrams dealing with European European Political COLLAR political integration and European political issues of general interest, including internal and bilateral matters and East/West relations. For telegrams relating to the United Financial CULL Kingdom's financial position and that of other major economies; sterling and other leading currencies (including exchange control); international financial and monetary developments and discussions; monetary reform, including gold (excluding telegrams given the Monetary distribution). dealing with European Telegrams European Economic FRAME GENERAL Community questions of interest to General Ministers and a wide range of Departments. This would normally include most discussions in the Council of Ministers, COREPER and other matters likely to be of general interest. All detailed telegrams about discussions FRAME AGRICULTURE European Economic on agriculture, including reports of meetings of the Special Committee on Agriculture. All detailed telegrams about discussions FRAME DEVELOPMENT European Economic on aid, raw materials policy, relations with developing countries, GSP. All detailed telegrams on economic, European Economic FRAME ECONOMIC monetary, budget, fiscal and financial matters. All detailed telegrams not of general European Economic FRAME ENERGY interest on oil, gas and coal policy and on

**April 1983** 

energy research and development.

CODE	WORD

#### DISTRIBUTION

## DEFINITION

FRAME EXTERNAL

European Economic

All detailed telegrams about discussions on the EEC's external relations not covered in Frame Development, including enlargement, commercial policy, Mediterranean agreements, textiles, export credits and customs policies.

FRAME FISHERIES

European Economic

All detailed telegrams on both internal and external aspects of EEC fisheries policy.

FRAME FORECAST

European Economic

All detailed telegrams containing weekly and quarterly Forecast of instructions, COREPER Agendas, etc.

FRAME INDUSTRIAL

European Economic

All detailed telegrams about discussions on industrial policy, science and technology, shipping policy, barriers to trade, consumer protection, company law and insurance, state aids, capital markets.

FRAME INSTITUTIONAL European Economic

All detailed telegrams about discussion on the EEC's institutional framework and miscellaneous subjects not included elsewhere, eg uniform passports, special rights, Commission staff, Summer time, Tindemans, legal matters, direct elections, meetings of Ministers of Interior, information, etc.

FRAME SOCIAL

European Economic

All detailed telegrams about discussions on social and health policy, immigrant workers, freedom of services, regional and social funds, education, employment, environment and transport policies.

IMPEL

World Social and Economic For telegrams dealing with the work of the Specialised Agencies and the economic and social work of the UN.

NEUTRAL

International Trade

For telegrams dealing with commercial matters which are of interest to other Government Departments as well as to the Department of Trade. It covers such subjects as international trade negotiations, GATT, import surcharges and commodity problems. It is also used for telegrams dealing with UK export problems when these raise issues of policy which concern the FCO and/or other Government Departments as well as the Department of Trade.

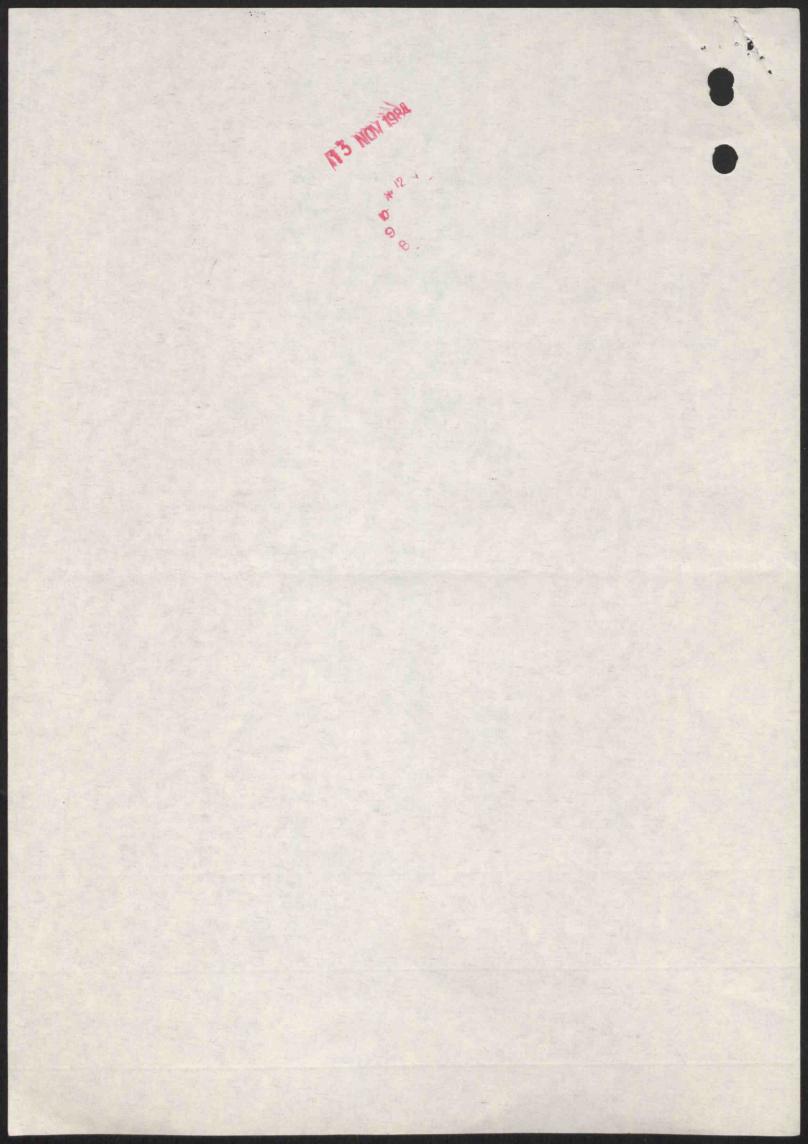
SPACE

Civil Aviation

For telegrams relating to Civil Aviation policy.

April 1983

88





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## 10 DOWNING STREET

From the Private Secretary

26 October 1984 ·

## Telegram Distribution

I have looked again the the distribution of FCO telegrams as it effects No 10. I am content with the present arrangements in general, though they still seem to present some anomalies. For instance neither of the scene-setting telegrams from Rome and Paris respectively for the Anglo-Italian Summit and President Mitterrand's visit were received in No 10, until sent over by your office.

C D Powell

Len Appleyard Esq Foreign and Commonwealth Office

CONFIDENTIAL

The



Foreign and Commonwealth Office

London SW1A 2AH

2 August 1984

Dear Charles,

## Telegram Distributions

Many thanks for your letter of 26 July which I have now seen on my return from the Peking visit. The arrangements you suggest seem fine, and I will put you on the Frame Agriculture and Frame External distributions. I should add that since I wrote to you we have taken action to cut down the general distribution of Hong Kong telegrams.

As you say, let's look at this again on 1 November.

Jun evo. I en Appleyard

Private Secretary

C D Powell Esq 10 Downing Street for for i few tools

June 84

1,2 1,2 1,2 1,2 2,3 3



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## 10 DOWNING STREET

From the Private Secretary

26 July, 1984

#### TELEGRAM DISTRIBUTIONS

Many thanks for your letter of 24 July enclosing a list of telegram distributions. Now I see them set out, I think that they are probably about right, though it is surely for consideration whether the very detailed telegrams on Hong Kong need such wide distribution.

I suggest, therefore, that for the present No.10 should continue to receive all those distributions which it now receives plus Frame Agriculture and Frame External, given the prominence with which agricultural spending by the Community and enlargement currently feature.

I agree that we ought to review the list every three months. Let's look at it again on 1 November.

(C.D. Powell)

L. Appleyard, Esq., Foreign and Commonwealth Office.

CONFIDENTIAL

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## Foreign and Commonwealth Office

London SW1A 2AH

24 July, 1984

Dear Charles,

## Telegram Distributions

You asked in your letter of 20 June about telegrams which you receive.

We have carried out a full review of the subject distributions with all FCO Departments and I attach copies of the latest lists, together with an explanation of the various code-word distributions. As a first step if you would like any subjects added or deleted, perhaps you would let me know. We are looking again separately at the distribution of Hong Kong telegrams which are now flooding in.

You do, of course, also receive telegrams given the FCO/Whitehall Monetary, and Financial distributions. Departments have also sent you <u>ad hoc</u> copies of important telegrams.

Lists are usually revived annually. This seems a long gap and I wonder whether it would not make sense to set up a regular system of review every three months?

Jour ever

(L V Appleyard) Private Secretary

C D Powell Esq 10 Downing Street

## PRO FORMA SUBJECT DISTRIBUTIONS SENT TO NO.10

Afghanistan

Belize/Guatemala

CAMER/REMAC

Cambodia Vietnam

Central America

CHGM

COLLAR

CULL

Cyprus

Economic Summit

Falkland Islands

Future of Hong Kong

Grenada

Gibraltar

Iran/Iraq

International terrorism (hijacking)

Iran

Middle East

NEUTRAL

Nigeria - kidnapping incident

Northern Ireland

North/South

Namibia

Oil

Pakistan/India nuclear

START

Southern Africa

US Anti-trust action against British airlines

FRAME General

FRAME Economic

## PRO FORMA SUBJECT DISTRIBUTIONS NOT SENT TO No.10

Albania gold

Air services

Boat people

British nuclear tests in Australia

CDE

Disarmament

East European Economic

Extra territoriality

EC Budget

Environment

Euro-Arab dialogue

Guandong nuclear

Gulf Co-operation Council

IMPEL

India - visas

Internal development strategy

Japan trade

Kashmir

Law of the Sea Conference

MBFR

Pakistan internal

Security at Embassies

SPACE

Sudan

Saudi/British relations

UPU Congress

UNESCO

UNCTRA

Western European Union

Zimbabwe

FRAME Agriculture

FRAME Development

FRAME Energy

FRAME External

FRAME Fisheries

FRAME Forecast

FRAME Industrial

FRAME Institutional

FRAME Social

FRAME Nuclear

India - terrorism

ANNEX 12 **VOLUME 11** 

#### SPECIAL TELEGRAM DISTRIBUTIONS: CODEWORDS (See Chapter 9.16)

CODE WORD DISTRIBUTION DEFINITION

CAMER/REMAC CAMER-REMAC For telegrams primarily of interest to the (Prefix to number

Treasury, dealing with subjects other than series) the International Monetary Fund and the International Bank.

For telegrams dealing with European COLLAR European Political political integration and European political issues of general interest, including internal and bilateral matters

and East/West relations. CULL Financial For telegrams relating to the United Kingdom's financial position and that of other major economies; sterling and other leading currencies (including exchange

> control); international financial and monetary developments and discussions; monetary reform, including gold (excluding telegrams given the Monetary

distribution).

FRAME GENERAL European Economic Telegrams dealing with European General

Community questions of interest to Ministers and a wide range of Departments. This would normally include most discussions in the Council of Ministers, COREPER and other matters

likely to be of general interest.

FRAME AGRICULTURE European Economic All detailed telegrams about discussions on agriculture, including reports of

meetings of the Special Committee on

Agriculture.

FRAME DEVELOPMENT European Economic All detailed telegrams about discussions

on aid, raw materials policy, relations with developing countries, GSP.

FRAME ECONOMIC European Economic All detailed telegrams on economic,

monetary, budget, fiscal and financial matters.

FRAME ENERGY European Economic All detailed telegrams not of general

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interest on oil, gas and coal policy and on energy research and development.

April 1983

**VOLUME 11** 

(ANNEX 12)

CODE WORD

DISTRIBUTION

DEFINITION

FRAME EXTERNAL

European Economic

All detailed telegrams about discussions on the EEC's external relations not covered in Frame Development, including enlargement, commercial policy, Mediterranean agreements, textiles, export credits and customs policies.

FRAME FISHERIES

European Economic

All detailed telegrams on both internal and external aspects of EEC fisheries policy.

FRAME FORECAST

European Economic

All detailed telegrams containing weekly and quarterly Forecast of instructions, COREPER Agendas, etc.

FRAME INDUSTRIAL

European Economic

All detailed telegrams about discussions on industrial policy, science and technology, shipping policy, barriers to trade, consumer protection, company law and insurance, state aids, capital markets.

FRAME INSTITUTIONAL European Economic

All detailed telegrams about discussion on the EEC's institutional framework and miscellaneous subjects not included elsewhere, eg uniform passports, special rights, Commission staff, Summer time, Tindemans, legal matters, direct elections, meetings of Ministers of Interior, information, etc.

FRAME SOCIAL

European Economic

All detailed telegrams about discussions on social and health policy, immigrant workers, freedom of services, regional and social funds, education, employment, environment and transport policies.

IMPEL

World Social and Economic For telegrams dealing with the work of the Specialised Agencies and the economic and social work of the UN.

NEUTRAL

International Trade

For telegrams dealing with commercial matters which are of interest to other Government Departments as well as to the Department of Trade. It covers such subjects as international trade negotiations, GATT, import surcharges and commodity problems. It is also used for telegrams dealing with UK export problems when these raise issues of policy which concern the FCO and/or other Government Departments as well as the Department of Trade.

SPACE

Civil Aviation

For telegrams relating to Civil Aviation

April 1983

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Foreign May July July Distribution of Fro Fols

2.4 JUL 1984





## 10 DOWNING STREET

From the Private Secretary

29 June, 1984

Deu Len.

I am not quite clear how often the arrangements for selecting telegrams to be seen by No. 10 are reviewed. But the present balance seems to me, as a newcomer, pretty odd. There are enormous wodges of extremely detailed telegrams about the most minute aspects of negotiations over Hong Kong and line by line accounts of the Buenos Aires press but relatively little about the Community or the Middle East (to name but two). I am not so concerned about the volume as the balance. Perhaps we could discuss how this could be adjusted.

C. D. POWELL

Len Appleyard, Esq., Foreign and Commonwealth Office

