

Middle East

*Mr. Alexander.
You will wish to look
at the file on this*

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FM FCO 151600Z OCT 81
TO IMMEDIATE CERTAIN MISSIONS
TELEGRAM NUMBER GUIDANCE 143 OF 15 OCTOBER 1981

32183 - 2

SINAI: MULTINATIONAL FORCE AND OBSERVERS (MFO)

1. THE US GOVERNMENT HAS ASKED US TO PROVIDE A CONTINGENT (PROBABLY A SMALL SIGNALS UNIT) FOR THE MFO WHICH IS TO BE ESTABLISHED IN SINAI UNDER THE EGYPT/ISRAEL PEACE TREATY (PART OF THE CAMP DAVID AGREEMENTS) WHEN ISRAEL WITHDRAWS FROM THE LAST SLICE OF EGYPTIAN TERRITORY IN SINAI IN APRIL 1982.
2. THERE HAS BEEN A PRELIMINARY DISCUSSION BETWEEN THE FOREIGN MINISTERS OF THE TEN, WHO HAVE AGREED THAT THERE SHOULD BE A COMMON POSITION. THE FRENCH AND ITALIANS HAVE ALSO BEEN ASKED TO PARTICIPATE, AND THE SEVEN HAVE AGREED THAT THEY WILL SUPPORT WHATEVER DECISION THE THREE TAKE TOGETHER. DISCUSSION BETWEEN THE THREE IS CONTINUING, AND A DECISION IS PROBABLE SOON.

LINE TO TAKE

3. YOU SHOULD NOT RAISE THIS SUBJECT, BUT YOU MAY DRAW ON PARAS 1 - 2 IN ANSWER TO QUESTIONS AND SHOULD BE GUIDED BY PARAS 4 - 6 IN DISCUSSION WITH TRUSTED CONTACTS.
4. WE SUPPORTED THE EGYPTIAN/ISRAELI PEACE TREATY AND WE CONSIDER IT IMPORTANT THAT ISRAELI WITHDRAWAL FROM SINAI NEXT APRIL SHOULD PROCEED. WE ALSO BELIEVE THAT THE INTERNATIONAL COMMUNITY HAS A DUTY TO PLAY ITS PART IN PEACE ARRANGEMENTS IN THE MIDDLE EAST INCLUDING, WHERE NECESSARY, THE PROVISION OF PEACEKEEPING FORCES. PARTICIPATION IN THE MFO WOULD THEREFORE BE ENTIRELY CONSISTENT WITH OUR POSITION, AND REFUSAL TO PARTICIPATE WOULD OPEN US TO THE CHARGE OF INCONSISTENCY. THE ISRAELIS AND THEIR SUPPORTERS COULD BE EXPECTED TO SAY THAT A REFUSAL DEMONSTRATED THAT WE WERE NOT SERIOUSLY INTERESTED IN PEACEMAKING BUT ONLY IN CURRYING FAVOUR WITH THE ARABS.
5. WE ALSO ATTACH GREAT IMPORTANCE TO US POLICY IN THE MIDDLE EAST AND ARGUE THAT ONLY THE AMERICANS CAN PLAY THE NECESSARY PART IN BRINGING ABOUT COMPREHENSIVE PEACE NEGOTIATIONS, BECAUSE ONLY THEY CAN DELIVER THE ISRAELIS. WE HAVE TAKEN GREAT CARE, IN DEVELOPING AN INDEPENDENT MIDDLE EAST POLICY, TO AVOID ANY DIRECT CONTRADICTION WITH AMERICAN POLICY.

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6. ON THE OTHER HAND, WE ARE NOT CONVINCED THAT AMERICAN POLICY IN THE MIDDLE EAST IS AT PRESENT ON THE RIGHT LINES. WE HAVE NO CONFIDENCE IN THE AUTONOMY TALKS, TO WHICH THE AMERICANS ATTACH SO MUCH HOPE, THOUGH WE SHALL NOT DO ANYTHING WHICH MIGHT DAMAGE THEM. WE ARE ALSO KEENLY AWARE THAT THERE ARE STRONG FEELINGS OF HOSTILITY TOWARDS US POLICY GENERALLY AND CAMP DAVID PARTICULARLY THROUGHOUT THE ARAB WORLD INCLUDING THE SO-CALLED MODERATE ARAB STATES. BRITISH OR EUROPEAN PARTICIPATION IN THE MFO, ALTHOUGH LOGICALLY COMPATIBLE WITH OUR POLICIES SINCE THE VENICE DECLARATION OF JUNE 1980, WOULD PROBABLY AROUSE AN INTENSE ARAB EMOTIONAL REACTION. WE SHOULD BE ACCUSED OF HAVING SOLD OUT TO THE AMERICANS, AND THIS MIGHT DAMAGE OUR ABILITY TO CONTINUE TO OFFER AN ALTERNATIVE TO PRESENT AMERICAN POLICIES WHEN WE BELIEVE ONE WILL BE NEEDED, THAT IS AFTER APRIL 1982 AND AFTER THE AUTONOMY TALKS REACH THE EXPECTED DEAD END.

FOR YOUR INFORMATION ONLY

7. WE ARE NOW EXAMINING WITH THE FRENCH AND ITALIANS THE POSSIBILITY OF ANNOUNCING A DECISION TO PARTICIPATE IN A WAY WHICH WOULD DEMONSTRATE TO ALL BUT THE MOST EXTREME OPPONENTS OF CAMP DAVID THAT WE ARE CONTINUING TO WORK FOR A COMPREHENSIVE SETTLEMENT, AND THAT PARTICIPATION IN THE MFO IN NO WAY REPRESENTS AN ALIGNMENT OF EUROPEAN POLICY WITH OTHER ASPECTS OF CAMP DAVID.

**CARRINGTON
BY TELEGRAPH**

ATHENS	ROME	DOHA	DAMASCUS
BONN	DUBLIN	DUBAI	ALGIERS
BRUSSELS	UKMIS NEW YORK	ABU DHABI	CAIRO
UKREP EC BRUSSELS	BIS NEW YORK	MUSCAT	RABAT
UKDEL NATO BRUSSELS	WASHINGTON	BEIRUT	TRIPOLI
COPENHAGEN	BOGOTA	JEDDA	TUNIS
THE HAGUE	ADEN	KUWAIT	OTTAWA
LUXEMBOURG	AMMAN	TEHRAN	CANBERRA
OSLO	BAGHDAD	TEL AVIV	WELLINGTON
PARIS	BAHRAIN	JERUSALEM	SUVA

[IMMEDIATE]

LISBON	STOCKHOLM	MOSCOW	TOKYO
MADRID	VIENNA	PEKING	

[ROUTINE]

AND SAVING TO CERTAIN OTHER POSTS

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INFORMATION DEPT

ADDITIONAL DISTRIBUTION
GUIDANCE

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

SINAI PEACEKEEPING FORCE (MFO)

DRAFT STATEMENT

THE GOVERNMENTS OF FRANCE, ITALY AND THE UNITED KINGDOM, IN CONSULTATION AND AGREEMENT WITH THEIR PARTNERS IN THE TEN, HAVE DECIDED TO CONTRIBUTE TO THE MULTINATION FORCE AND OBSERVERS IN SINAI, AT THE REQUEST OF THE GOVERNMENTS OF EGYPT, ISRAEL AND THE UNITED STATES.

THIS DECISION IS A SYMBOL OF THEIR DETERMINATION TO ACHIEVE A COMPREHENSIVE PEACE SETTLEMENT FOLLOWING NEGOTIATIONS BETWEEN THE PARTIES WHICH WOULD BRING JUSTICE FOR ALL THE PEOPLES AND SECURITY FOR ALL THE STATES OF THE AREA. THEY WELCOMED THE ACHIEVEMENT OF PEACE BETWEEN ISRAEL AND EGYPT AS A FIRST STEP TOWARDS THAT GOAL. SIMILARLY THEY WELCOME THE ISRAELI WITHDRAWAL FROM SINAI AS THE FIRST STEP TOWARDS THE REALISATION OF THE CALL FOR WITHDRAWAL CONTAINED IN SECURITY COUNCIL RESOLUTION 242, WHICH SPECIFICALLY DECLARED ILLEGAL THE ACQUISITION OF TERRITORY BY WAR, AND THEY BELIEVE THAT THE INTERNATIONAL COMMUNITY HAS A DUTY TO PLAY ITS PART, AS NECESSARY AND WITH THE AGREEMENT OF THE PARTIES CONCERNED, IN PEACE ARRANGEMENTS IN THE MIDDLE EAST.

IN ADDITION, THE THREE GOVERNMENTS EXPRESS THEIR FIRM SUPPORT FOR THE EGYPTIAN GOVERNMENT AND PEOPLE AND THEIR BELIEF IN THE NEED FOR STABILITY AND CONTINUING IN EGYPT. (SHOULD READ CONTINUITY)

THE DECISION OF THE THREE GOVERNMENTS TO PARTICIPATE IN THE MFO FOLLOWS FROM THEIR POLICY, AS STATED IN THE DECLARATION ISSUED AT VENICE IN JUNE 1980. THIS POLICY, WHILE INSISTING ON GUARANTEES FOR THE SECURITY OF THE STATE OF ISRAEL, PLACES EQUAL EMPHASIS ON JUSTICE FOR THE PALESTINIAN PEOPLE AND THEIR RIGHT TO SELF-DETERMINATION, INCLUDING THE RIGHT TO AN INDEPENDENT STATE IF THAT IS THEIR CHOSEN COURSE. IT ALSO HOLDS THAT THE PLO MUST BE INVOLVED IN THE PROCESS LEADING TO A COMPREHENSIVE PEACE.

THE THREE GOVERNMENTS STATE THAT THEIR PARTICIPATION IN THE MFO IS BASED ON THE UNDERSTANDING THAT:

1. THE FORCE EXISTS SOLELY FOR THE PURPOSE OF MAINTAINING PEACE IN SINAI FOLLOWING ISRAELI WITHDRAWAL AND THUS FACILITATING THAT WITHDRAWAL. IT HAS NO OTHER ROLE.
2. THE FORCE IS BEING ESTABLISHED AS IN ITS PRESENT FORM IN THE ABSENCE OF A UN DECISION ON AN INTERNATIONAL FORCE AND ITS POSITION WILL BE REVIEWED SHOULD SUCH A DECISION BECOME POSSIBLE. AND
3. PARTICIPATION BY THE THREE GOVERNMENTS IN THE FORCE WILL NOT BE TAKEN EITHER AS COMMITTING THEM TO OR EXCLUDING THEM FROM PARTICIPATING IN SUCH FURTHER INTERNATIONAL PEACEKEEPING ARRANGEMENTS AS MAY BE ESTABLISHED IN THE REGION.

THE THREE GOVERNMENTS PLEDGE THEMSELVES TO SUPPORT THE MFO. THEY HAVE RECEIVED CONFIRMATION FROM THE GOVERNMENT OF THE UNITED STATES THAT IT RECOGNISES THAT THE EUROPEAN CONTRIBUTION TO THE FORCE IS MADE ON THE BASIS DESCRIBED ABOVE.

FOR THEIR PART THE THREE GOVERNMENTS, WITH THEIR PARTNERS IN THE TEN, WILL CONTINUE TO WORK FOR THE ACHIEVEMENT OF A COMPREHENSIVE PEACE IN THE MIDDLE EAST ON THE BASIS OF THE PRINCIPLES TO WHICH THEY HOLD AND THE US GOVERNMENT HAS WELCOMED THIS.

PASSAGE FOR INCLUSION IN THE MESSAGES TO PRESIDENT REAGAN

IN DECIDING TO ACCEDE TO THE REQUEST, THE THREE GOVERNMENTS BELIEVE IT WOULD BE RIGHT FOR THEM TO PUT OUT THE ATTACHED PUBLIC STATEMENT OF THEIR POSITION, WHICH IS IN FULLY CONFORMITY WITH THEIR KNOWN POLICY. IN DOING SO THEY RECOGNISE THAT YOU WILL NOT NECESSARILY FEEL ABLE TO ENDORSE THE POSITIONS STATED. NEVERTHELESS WE FEEL IT IS IMPORTANT THAT YOU SHOULD ACCEPT THAT IT WILL BE ON THE BASIS OF THIS STATEMENT THAT WE SHALL MAKE OUR CONTRIBUTIONS TO THE MFO. YOU SHOULD BE GLAD ALSO TO RECEIVE YOUR CONFIRMATION THAT YOU WELCOME CONTINUED ACTIVITY BY THE TEN DIRECTED TOWARDS GIVING EFFECT TO THE PRINCIPLES OF THE VENICE DECLARATION AS THE BASIS FOR A COMPREHENSIVE PEACE IN THE REGION.

MESSAGE ENDS

15 OCTOBER 1981