

Manuscript shows further points we might press.

JD14A

JD14 as amended following the meeting with Mr Molyneaux on
30 November 1993

1. The Taoiseach and the British Prime Minister acknowledge that the most urgent and important issue facing the people of Ireland, North and South, and the British and Irish Governments together, is to remove the causes of conflict, to overcome the legacy of history and to heal the divisions which have resulted, recognising that the absence of a lasting and satisfactory settlement of relationships between the peoples of both islands has contributed to continuing tragedy and suffering. They believe that the development of an agreed framework for peace, which has been discussed between them since early last year, and which is based on a number of key principles articulated by the two Governments over the past 20 years, together with the adaptation of other widely accepted principles, provides the starting point of a peace process designed to culminate in a political settlement.

2. The Taoiseach and the British Prime Minister are convinced of the inestimable value to both their peoples of healing divisions in Ireland and of ending a conflict which has been so manifestly to the detriment of all. Both recognise that the ending of divisions can come about only through the agreement and co-operation of the people, North and South, representing both traditions in Ireland. ^① They therefore make a solemn commitment to promote co-operation at all levels on the basis of the fundamental principles, undertakings, obligations under international agreements, to which they have jointly committed themselves, and the guarantees which each Government has given. It is their aim to foster agreement and reconciliation, leading to a new political framework founded on consent and encompassing arrangements within Northern Ireland, for the whole island, and between these islands.

① Sentence could usefully begin: "While both Governments accept that Northern Ireland is part of

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The United Kingdom in accordance with the present wishes of a majority of its people, and therefore that it would be wrong to change that status without the consent of such a majority, both recognize... "

3. They also consider that the development of the European Community will, of itself, require new approaches to serve interests common to both parts of Ireland.

4. The Prime Minister reiterates on behalf of the British Government that while their fundamental interest in Northern Ireland is to uphold by all legitimate means the democratic wishes of its people as to their constitutional status, they have no selfish strategic or economic interest that would lead them to seek to retain Northern Ireland within the United Kingdom against the wishes of the greater number of its people. Their primary interest is to see peace, stability and reconciliation established by agreement among all the people who inhabit the island, and they will work together with the Irish Government to achieve such an agreement, which will embrace the totality of relationships. The role of the British Government will be to encourage, assist and enable the process of reaching such agreement over a period through [] dialogue and co-operation based on full respect for the rights and identities of both traditions in Ireland. They accept that such agreement may, as of right, take the form of agreed [] structures for the island as a whole. The British Government reaffirm Northern Ireland's statutory guarantee,^① agree that the people of the island of Ireland, North and South, should be free separately, without co-ercion or violence, to determine whether a united Ireland should be established; and agree that it is for the people of the island of Ireland alone, on this basis, to exercise their right of self-determination. They reaffirm as a binding obligation that they will, for their part, introduce the necessary legislation to give effect to this, or to any measure of agreement on future relationships in Ireland which the people living in Ireland may themselves [] determine without external impediment and on a basis of concurrent^② North-South consent. They believe that the people of Britain would wish, in friendship to all sides, to enable the people of Ireland to reach agreement on how they may

① Could be spelt out "that Northern Ireland will not cease to be part of the UK without the consent of a majority of its people."
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② "Separate" better than "concurrent."

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live together in harmony and in partnership, with respect for their diverse traditions and with full recognition of the special links and the unique relationship which exist between the peoples of Britain and Ireland.

5. The Taoiseach, on behalf of the Irish Government, considers that the lessons of Irish history, and especially of Northern Ireland, show that stability and well-being will not be found under any new political system which is refused allegiance or rejected on grounds of identity by a significant minority of those governed by it. He accepts, on behalf of the Irish Government, that the democratic right of self-determination by the people of Ireland as a whole must be [achieved and exercised with] the agreement and consent of a majority of the people of Northern Ireland and must, consistent with justice and equity, respect the democratic dignity and the civil rights and religious liberties of both communities. These would be reflected in any future political and constitutional arrangements emerging from a new and more broadly based agreement. (2)

6. The Taoiseach however recognizes the genuine difficulties and barriers to building relationships of trust either within or beyond Northern Ireland, from which both traditions suffer. He will work to create a new era of trust, in which suspicions of the motives or actions of others is removed on the part of either community. He considers that the future of the island depends on the nature of the relationship between the two main traditions that inhabit it. Every effort must be made to build a new sense of trust between those communities. In recognition of the fears of the Unionist community and as a token of his willingness to make a personal contribution to the building up of that necessary trust, the Taoiseach will examine with his colleagues any elements in the democratic life and organisation of the Irish State that can be represented to the Irish Government in the course of political dialogue as a real and substantial threat to their way

① "subject to" would be better.

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② Preferable if Taoiseach acknowledged that it would be wrong to seek a united Ireland unless a majority of the people of Northern Ireland freely consented.

of life and ethos, or that can be represented as not being fully consistent with a modern democratic and pluralist society, and undertakes to examine any possible ways of removing such obstacles. Such an examination would of course have due regard to the desire to preserve those inherited values that are largely shared throughout the island or that belong to the cultural and historical roots of the people of this island in all their diversity. The Taoiseach hopes that over time a meeting of hearts and minds will develop, which will bring all the people of Ireland together, and will work towards that objective, but he pledges in the meantime that as a result of the efforts that will be made to build mutual confidence no Northern Unionist should ever have to fear in future that this ideal will be pursued either by threat or coercion.

7. While recognizing the affirmation by both Governments in the Anglo-Irish Agreement that any change in the status of Northern Ireland would only come about with the consent of a majority of the people of Northern Ireland, the Taoiseach also recognizes the continuing uncertainties and misgivings which dominate so much of Northern Unionist attitudes towards the rest of Ireland. He believes that we stand at a stage of our history when the genuine feelings of all traditions in the North must be recognized and acknowledged. He appeals to both traditions at this time to grasp the opportunity for a fresh start and a new beginning, which could hold such promise for all our lives and the generations to come. He asks the people of Northern Ireland to look on the people of the Republic as friends, who share their grief and shame over all the suffering of the last quarter of a century, and who want to develop the best possible relationship with them, a relationship in which trust and new understanding can flourish and grow. The Taoiseach also acknowledges the presence in the Constitution of the Republic of elements which are deeply resented by Northern Unionists, but which at the same time reflect hopes and ideals which lie deep in the hearts of many Irish men

and women North and South. But as we move towards a new era of understanding in which new relationships of trust may grow and bring peace to the island of Ireland, the Taoiseach believes that the time has come to consider together how best the hopes and identities of all can be expressed in more balanced ways, which no longer engender division and the lack of trust to which he has referred. ①

8. The Taoiseach recognizes the need to engage in dialogue, which would address with honesty and integrity the fears of all traditions. But that dialogue, both within the North and between the people and their representatives of both parts of Ireland, must be entered into with an acknowledgement that the future security and welfare of the people of this island will depend on an open, frank and balanced approach to all the problems which for too long have caused division.

9. The British and Irish Governments will seek, along with the Northern Ireland constitutional parties through the Talks process, to create institutions and structures, which, while respecting the diversity of the people of Ireland, would enable them to work together in all areas of common interest. This will help over a period to build the trust necessary to end past divisions, leading to an agreed and peaceful future. Such structures would, of course, include institutional recognition of the special links that exist between the peoples of Britain and Ireland as part of the totality of relationships, while taking account of newly forged links with the rest of Europe.

[Convention deleted]

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10. The British and Irish Governments re-iterate that all those claiming a serious interest in advancing the cause of peace should

① Add "He confirms that, in the event of an overall accommodation being agreed, the Irish Government ^{SECRET AND PERSONAL} will put forward proposals for a change in the Irish Constitution whereby the claim of right to Northern Ireland is no longer asserted and the principle of "freely given consent" in Northern Ireland is fully reflected."

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renounce for good the use of, and support for, violence. If and when such a renunciation of violence has been made and sufficiently demonstrated, new doors could open and both Governments would wish to respond imaginatively to the new situation which would arise. The Prime Minister and the Taoiseach confirm that if the IRA were to end violence for good then - after a sufficient interval to ensure the permanence of their intent - Sinn Fein could enter the political arena as a democratic party and join the dialogue on the way ahead. [The British Government confirm that they would be prepared to enter preliminary exploratory dialogue with Sinn Fein three months after a genuine and unequivocal cessation of violence by the IRA had been announced and established.]

3. If the Irish side show convincing commitment to the Talks process, it need not be discussed further in any detail.

Background

4. Both Governments have settled on the position that the Talks and the peace process are complementary, though in practice that peace is more urgent. This reflects the Irish Government/IRA idea that there is a window of opportunity before the Provisionals may abandon their alleged pursuit of peace.

5. At the JOC on 18 September both sides commissioned officials, through the Liaison Group, to prepare a paper for consideration at the next JOC (which was held after a postponement because of the Shankill bomb, on 3 November). The paper - a Joint Framework Document - was to identify aspects of a possible outcome from the Talks process likely to prove acceptable to all the participants.