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McDOUGALL TO VISIT SOUTH AFRICA

External Affairs Minister Barbara McDougall will be in South Africa May 18 to 21 for talks with key leaders, including President F.W. de Klerk, African National Congress (ANC) President Nelson Mandela and Foreign Minister Pik Botha. She will also meet with Justice Richard Goldstone, and others involved with the National Peace Accord, and with representatives of international observer teams.

"As head of the Commonwealth Committee of Foreign Ministers on Southern Africa, I am pleased by the significant progress made toward ending apartheid in South Africa and by the leading role that Canada has played in this development," said Mrs. McDougall. "During this visit, I will reaffirm Canada's commitment to the achievement of a multiracial and fully democratic government in South Africa. I will also urge all leaders to do everything they can to end the violence, which continues to pose a danger to negotiations and to the implementation of a multiparty agreement."

The Commonwealth Committee of Foreign Ministers on Southern Africa (CFMSA) has co-ordinated the Commonwealth's action on South Africa since 1987. In October 1991, on the recommendation of the CFMSA, the Commonwealth Heads of Government agreed that economic (trade and investment) sanctions would be lifted when multiparty agreement is reached on appropriate transitional mechanisms in South Africa. Commonwealth financial sanctions would be lifted upon agreement on a new democratic constitution or earlier, if requested by an all-party conference or an interim government.

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For further information, media representatives may contact:

Media Relations Office
External Affairs and International Trade Canada
(613) 995-1874

Background

CANADA'S POLICY ON SOUTH AFRICA

The Issue and Its Setting

Apartheid in South Africa was a system of institutionalized racism that remains reflected in all aspects of everyday life: social, cultural, political and economic.

The Commonwealth Heads of Government Meeting, held in Vancouver in 1987, authorized the creation of the Commonwealth Committee of Foreign Ministers on Southern Africa (CFMSA). The Committee is chaired by Canada's Secretary of State for External Affairs and includes the foreign ministers of Australia, Guyana, India, Malaysia, Nigeria, Tanzania, Zambia and Zimbabwe. It oversees the management of both Commonwealth sanctions against South Africa and programs to provide support for the victims of apartheid, and it provides support for the negotiation process.

In response to important steps taken by the Government of South Africa in 1990, the CFMSA met in London, in February 1991. At that meeting, the Foreign Ministers adopted a "Programmed Management Approach" to sanctions, wherein changes in the application of sanctions against South Africa would be contingent upon genuine progress toward the dismantling of apartheid, as opposed to mere statements of intent. The Committee agreed that trade, investment and financial sanctions, being the most effective measures against apartheid, should be maintained until evidence of constitutional reform was irrefutable.

The CFMSA met again in September 1991 in New Delhi and recognized that some progress had been made in South Africa. The Foreign Ministers recommended that Commonwealth Heads of Government, meeting in Harare the following month, endorse the immediate lifting of "people-to-people" sanctions and link the eventual lifting of trade and investment sanctions to progress in negotiations. Financial sanctions would remain until agreement is reached on the text of a new democratic constitution. The Foreign Ministers felt that this staged approach to the dismantling of sanctions gives credit where it is due and sustains the pressure for further change in South Africa. In the meantime, the United Nations arms embargo would be continued.

Several important steps taken by the South African government have encouraged a return to the negotiating table: the main apartheid laws were repealed; security legislation was reformed to bring it more in line with international norms; agreement was reached with the Office of the United Nations High Commissioner for Refugees (UNHCR) to facilitate the repatriation and reintegration of exiles; and most, though not all, political prisoners were released.

The National Peace Accord, signed in September 1991, was meant to address the violence that has bedeviled constitutional talks in South Africa. The first multiparty negotiations, known as the Convention for a Democratic South Africa (CODESA), were held in December 1991. A second plenary session was held in May 1992, at which time it was hoped that agreement would be reached on transitional measures. The meeting ended, however, without resolving the many outstanding issues about the content of the new constitution for South Africa and the best means to ensure a peaceful transition to democracy. Following the breakdown of CODESA and a marked increase in political violence, the United Nations Security Council adopted Resolution 772 in August 1992. The resolution called for UN and other international observers to be sent to South Africa in support of the September 1991 National Peace Accord. International observers from the UN, the Organization of African Unity (OAU), the European Community and the Commonwealth have been in South Africa since September 1992.

A second round of all-party talks, known as the "Multiparty Negotiating Forum," began in April 1993, following a series of bilateral talks among the major parties. A total of 26 parties, groups and governments are taking part in these negotiations with only a few groups refusing to participate, most notably the Azanian People's Organization (AZAPO). It is expected that agreement will be reached during the month of June 1993 on the structure of transitional mechanisms to ensure governmental continuity during the lead-up period to elections and on a date for elections to a constituent assembly which will become South Africa's Parliament for an interim period of between one and five years.

Where Canada Stands

The dismantling of apartheid and the introduction of a united, multiracial, fully democratic government in South Africa has long been a major objective of Canadian foreign policy. To achieve this goal, Canada has worked through the Commonwealth, the UN and elsewhere, to pressure the South African government to enter into dialogue with black leaders.

Canada has used many means to exert pressure including economic and financial sanctions, support for the oppressed majority in South Africa and measures to strengthen the independence of South Africa's neighbours. These measures have been important instruments in driving home to the South African government the costs, both human and economic, of the apartheid system.

Canada fully supports the recommendations of the New Delhi CFMSA, and looks forward to a shift of focus in Canadian policy toward the challenges and needs of a post-apartheid South Africa.

Canada's Secretary of State for External Affairs, the Honourable Barbara McDougall, visited South Africa in April 1992. Mrs. McDougall met with a wide range of political and other leaders in South Africa, and encouraged all parties in South Africa to join in the negotiations on a new constitution and to take strong measures to control the ongoing political violence.

Canada is actively working with the international community to help address the issue of political violence in South Africa.

- As Chairperson of the CFMSA, Mrs. McDougall is in regular contact with all parties in South Africa and with her foreign minister colleagues on the committee.
- Mrs. McDougall has conveyed, to all parties in South Africa, Canada's concerns about the continuing violence in South Africa. She has urged them to observe the terms of the September 1991 National Peace Accord, to allow free and peaceful political activity and to complete negotiations on transitional measures and a new constitution as quickly as possible.
- Canada has participated in the Commonwealth observer team in South Africa, in support of UN Security Council Resolution 772, from October 1992 to May 1993.

Canadian Development Assistance in South Africa

The objective of Canada's aid program in South Africa is to support the peaceful transition to a democratic state by assisting victims of apartheid and by preparing black South Africans to assume their rightful place in a post-apartheid South Africa. Canadian assistance is channelled through multilateral agencies and both Canadian and South African non-governmental organizations (NGOs). More than \$12 million in Canadian official development assistance was disbursed in 1992-1993 by the Canadian International Development Agency (CIDA), and disbursements in 1993-1994 are expected to remain at about this level.

The various Canadian assistance programs for South Africa include scholarships for black South Africans, promotion of labour education, financial assistance to Canadian NGOs providing legal and humanitarian aid to South Africans, grants to organizations endeavouring to heighten the awareness of Canadians about apartheid, promotion of linkages with South African NGOs, and assistance to black entrepreneurs.

In 1992, Prime Minister Brian Mulroney announced a two-part initiative to support the transition to democracy in South Africa. The first was a commitment to provide policy support to the democratic movement in the area of education, economics and

public administration. The International Development Research Centre (IDRC) has been selected to manage this project. The second was to provide Canadian assistance in training black South Africans for positions of authority in the Civil Service.

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