

FROM: MRS D E McNALLY
Political Development Team
15 October 1996



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cc PS/Secretary of State (B&L)
PS/Sir John Wheeler (B&L)
PS/Michael Ancram (B&L)
PS/Malcolm Moss (DHSS, DOE & L)
PS/Baroness Denton (DED, DANI & L)
PS/PUS (B&L)
PS/Sir David Fell
Mr Thomas
Mr Steele
Mr Leach
Mr Bell
Mr Watkins
Mr Wood (B&L)
Mr Beeton
Mr Priestly
Mr Hill (B&L)
Mr Lavery
Mr Maccabe
Mr Perry
Mr Stephens
Ms Bharucha
Ms Mapstone
Mr Whysall (B&L)
Ms Collins, Cab Off (via IPL)
Mr Dickinson, TAU
Mr Lamont, RID FCO
HMA Dublin
Mr Westmacott (via RID)
Mr Campbell-Bannerman
Mr Holmes, No 10



NOTE FOR THE RECORD

TALKS: PROPOSALS FOR THE COMPREHENSIVE AGENDA

I attach the proposals for the Comprehensive Agenda which were submitted to and subsequently circulated by the Independent Chairmen. The Labour Coalition have accepted the British and Irish Governments' proposed comprehensive agenda and the Progressive Unionist Party has chosen not to submit a proposal.

2. The proposals were introduced at this morning's Plenary Session and several parties spoke to their agendas: the debate now moves on to the address to decommissioning.

Signed

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15 October 1996

MEMORANDUM

TO: Participants

FROM: The Independent Chairmen

SUBJECT: Proposals for Comprehensive Agenda

Attached please find the proposals for comprehensive agenda as submitted to the Office of the Independent Chairmen, October 15. The Labour Coalition accepts the British and Irish Governments' proposed comprehensive agenda. The Progressive Unionist Party has chosen not to submit a proposal.

BRITISH GOVERNMENT

15 October

PROPOSALS REGARDING THE COMPREHENSIVE AGENDA

Please find enclosed the draft agenda for Strand 1 originally proposed by the British Government, incorporating the amendment notified to delegates at the end of July.

There is no change to the draft agendas for Strands 2 and 3 (also attached for ease of reference) which were proposed by the British and Irish Governments on 25 July.

So far as the British Government is concerned those draft agendas were intended to provide a basis for discussion. They were based, with only minor adjustments, on the agendas agreed in 1991/92 by the participants in those Talks.

There was of course a certain amount of discussion about the nature of the comprehensive agenda during consideration of the rules of procedure. The British Government would quite understand if the parties wished to adapt their positions on the comprehensive agenda in the light of that discussion; and would be happy to fall in with any alternative proposals which seemed capable of winning general support.

PROPOSED AGENDA FOR STRAND ONE ISSUES

1. Discussion of requirements for a new beginning for relationships within Northern Ireland.
2. Consideration of possible principles and criteria for new arrangements within Northern Ireland.
3. The question of institutional and other practical implications of these discussions.

Topics likely to arise include:

- Constitutional Issues
- The nature of institutional arrangements for and within Northern Ireland, which meet any agreed criteria, including, nature and extent of powers eg legislative, executive, administrative; structures for exercising these powers; safeguards to maintain cross-community confidence and financial arrangements;
- The extent to which present or proposed arrangements attract the assent and support of both sides of the community and ensure equity of treatment;
- Relationships with other institutions eg Westminster Parliament, any new North/South relationships, any new Intergovernmental arrangements and the European Union;
- Consideration of arrangements for the protection of rights;
- law and order matters.

This list is not comprehensive and other issues may emerge in discussion.

4. Report to plenary.

JOINT PROPOSAL OF THE BRITISH & IRISH GOVERNMENTS

STRAND TWO ISSUES

1. Discussion of requirements for a new beginning for relationships within the island of Ireland, including fundamental aspects of the problem: underlying realities; identity; allegiance; constitutional.
2. Common interests (including matters such as economic co-operation and development, security co-operation and law enforcement co-operation) and themes.
3. The question of institutional arrangements and any other practical implications to meet agreed requirements (including principles to govern any such arrangements).
4. Relationship of such new institutional arrangements to other structures - eg: UK Government and Parliament; Irish Government and Parliament; Northern Ireland structures; Irish-UK intergovernmental structures; the European Union.
5. Measures for the guarantee and protection of rights.
6. Consequential measures needed to implement, support and underwrite such new structures.
7. Report to Plenary.

JOINT PROPOSAL OF THE BRITISH & IRISH GOVERNMENTS

STRAND THREE ISSUES

1. Opening presentations by the two Governments.
2. Establishment of necessary mechanisms to provide a meaningful role for the political parties in respect of Strand Three issues.
3. Examination of the causes of the conflict in Northern Ireland, its impact and its implications for the two Governments.
4. Principles and criteria which should underpin new arrangements, including requirements to acknowledge and recognise the rights of the two major traditions that exist in Ireland.
5. The question of institutional arrangements and provisions of any new agreement or structure.
6. Arrangements needed to implement, support and underwrite any new agreement or structure.
7. Constitutional issues.
8. Consideration of arrangements for the protection of rights.
9. Arrangements for the approval and implementation of a comprehensive agreement.
10. Report to Plenary.

Alliance Party of Northern Ireland

Proposals for the comprehensive Agenda

Strand 1

1. Principles and Requirements
2. Constitutional Issues
3. Nature form and extent of new arrangements
4. Relationships with other arrangements
5. Justice Issues
6. Rights and Safeguards

Strand 2

1. Principles and Requirements
2. Constitutional Issues
3. Nature form and extent of new arrangements
4. Relationships with other arrangements
5. Rights and Safeguards

Strand 3

1. Principles and Requirements
2. Constitutional Issues
3. Nature form and extent of new arrangements
4. Relationships with other arrangements
5. Rights and Safeguards

Cross-Strands Issues

1. Principles and requirements for new arrangements to address the totality of relationships
2. Rights and Safeguards
3. Arrangements for validation of overall agreement

NI WOMEN'S COALITION

AME.

PLENARY-PRE STRANDS 1, 2, & 3

Affirmation of participants commitment to work with in the principles of Human Rights, Equity, Pluralism and Participative Democracy.

STRAND ONE

1. Consideration of principles and criteria for new arrangements within Northern Ireland
2. Discussion of requirements for a new beginning for relationships within Northern Ireland.
3. Implications for the implementation of the principles, criteria and relationship including institutional and other practical arrangements.
 - Economic and social stability and development including addressing social and economic disadvantage.
 - Rights and responsibilities
 - : equality and Human Rights including a Bill of Rights and arrangements for the protection of rights
 - : law and order including policing issues
 - Coming to terms with the impact and effect of political instability and violence
 - : prisoners
 - : victims
 - : consideration of a Truth Commission
 - Culture and Identity
 - Participative Democracy including the relationship between political parties and political structure and the business, trade union, and voluntary/community sectors.
 - The constitutional position of Northern Ireland
 - The nature of institutional arrangements for and within Northern Ireland to meet principles and criteria including equality proofing any arrangements and structures.
 - Relationship with other institutions in Britain, in the Republic of Ireland, North/South, British and Irish and in the European Union.

- The extent to which proposed arrangements attract the assent and support of all sections of the community and ensure parity of esteem and equality of treatment.

4. Report to Plenary

STRAND TWO

1. Discussion of requirements for a new beginning for relationships within the island of Ireland.
2. Common interests
 - Comparative equity, equality and rights standards and measures for the guarantee and protection of rights
 - Sharing European citizenship
 - Harmonisation of social and economic policy within the EU context and achieving social and economic cohesion.
 - Development of an island economy and economic cooperation.
 - Regional development policy
 - European Monetary Union
 - Common movement of workers and cross-border living/working arrangements
 - Education for mutual understanding, co-ordination and operation
 - Culture and identity
 - Common/integrated funding arrangements for new mechanisms of cooperation
 - Security and law enforcement
3. Institutional arrangements and other practical implications to meet agreed requirements including principles to govern any such arrangements and including equality proofing of all arrangements and institutions.

(Include items 4 6 and 7 of the governments agenda)

SOCIAL DEMOCRATIC AND LABOUR PARTY

STRAND 3

PROPOSALS FOR THE COMPREHENSIVE AGENDA

Add

European Citizenship

Economic and Monetary Union

Harmonisation of Economic and Social policy including securing economic and social cohesion.

Add to all items and especially to items 5 and 6 the requirement to equality proof all policies arrangements, mechanisms and institutions.

Change item 4 to read:

"Principles and criteria which should underpin new arrangements including requirements to acknowledge and recognise the culture and rights of all traditions and sections of society that exist in Ireland so as to ensure parity of esteem and equality in practice.

Strand 3

1. Principles and Requirements

2. Constitutional Issues

3. Nature, form and extent of new arrangements

4. Relationships with other arrangements

5. Rights and Safeguards

Cross-strands Issues

1. Principles and requirements for new arrangements to address the quality of relationships

2. Rights and Safeguards

3. Arrangements for resolution of overall agreement

SOCIAL DEMOCRATIC AND LABOUR PARTY

PROPOSALS FOR THE COMPREHENSIVE AGENDA

Strand 1

- 1. Principles and Requirements**
- 2. Constitutional Issues**
- 3. Nature, form and extent of new arrangements**
- 4. Relationships with other arrangements**
- 5. Justice Issues**
- 6. Rights and Safeguards**

Strand 2

- 1. Principles and Requirements**
- 2. Constitutional Issues**
- 3. Nature, form and extent of new arrangements**
- 4. Relationships with other arrangements**
- 5. Rights and Safeguards**

Strand 3

- 1. Principles and Requirements**
- 2. Constitutional Issues**
- 3. Nature, form and extent of new arrangements**
- 4. Relationships with other arrangements**
- 5. Rights and Safeguards**

Cross-Strands Issues

- 1. Principles and requirements for new arrangements to address the totality of relationships**
- 2. Rights and Safeguards**
- 3. Arrangements for validation of overall agreement**

Ulster Democratic Party

PROPOSED AGENDA FOR STRAND ONE ISSUES

1. Discussion of requirements for a new beginning for relationships within Northern Ireland.
2. Consideration of possible principles and criteria for new arrangements within Northern Ireland.
3. The question of institutional and other practical implications of these discussions.

Topics likely to arise include:

- The Principle of Consent - discussion and agreement on what constitutes a majority able, at referendum, to endorse change in the constitutional position of Northern Ireland.
- The nature of institutional arrangements for and within Northern Ireland, which meet any agreed criteria, including, nature and extent of powers e.g. legislative, executive, administrative; structures for exercising these powers; safeguards to maintain cross-community confidence and financial arrangements;
- The extent to which present or proposed arrangements attract the assent and support of both sides of the community and ensure equity of treatment;
- Relationships with other institutions e.g. Westminster Parliament, any agreed North/South relationships, any new Intergovernmental arrangements and the European Union;
- Consideration of arrangements for the protection of rights;
- law and order matters.
- The phased release and re-integration of politically motivated prisoners
- social and economic deprivation and economic regeneration

This list is not comprehensive and other issues may emerge in discussion.

4. Report to plenary

Ulster Democratic Party

Proposed Agenda for Strand Two Issues.

1. Discussion of possible future relationships between Northern Ireland and the Republic of Ireland;

Topics likely to arise include:

-Articles 2 and 3 of the Republic's constitution.

-Areas of potential for economic co-operation and mutual benefit within a British Isles and European Union context.

-Security co-operation.

2. Discussion of possible new arrangements for future co-operation and any practical implications of such arrangements.

3. Measures for the guarantee and protection of rights.

This list is not comprehensive and other issues may emerge in discussion.

4. Report to plenary.

Ulster Democratic Party

Proposed Agenda for Strand Three Issues

Discussion of possible future arrangements between the United Kingdom and the Republic of Ireland

1. Principles and criteria of relationships
2. Nature and extent of new arrangements
3. Discussion of possible new arrangements for future co-operation and any practical implications of such arrangements
4. Measures for the guarantee and protection of rights

Democratic Unionist Party

Strand One

Agenda

Chairman's Opening Statement

Opening Presentations from Participants

Responses to Opening Presentations

Possible Institutional Arrangements

Law and Order Issues

The protection of Rights

Wider Relationships with the rest of the United Kingdom and Europe

Develop Contingent Agreements

Consent Principle, validation and endorsement of outcome

Democratic Unionist Party

Strand Two

UKUP PROPOSED **Agenda** FOR STRAND 1 ISSUES

Chairman's Opening Statement

Opening Presentation from Participants

Responses to Opening Presentations

Constitutional Issues (the Irish Republic's territorial claim over Northern Ireland)

Identification of areas of Common Interest

Practical Measures to improve co-operation and foster better relations

Treaties, Institutional Arrangements and International obligations

Develop Contingent Agreements

Consent Principle, validation and endorsement of outcome

UKUP PROPOSED AGENDA FOR STRAND TWO ISSUES

UKUP PROPOSED AGENDA FOR STRAND 1 ISSUES

- 1 Discussion of the governance of Northern Ireland within the United Kingdom excluding the constitutional status of Northern Ireland as part of the United Kingdom
- 2 Consideration of possible principles and criteria for new arrangements within Northern Ireland.
- 3 The question of institutional and other practical implications of these discussions.
4. Report to plenary.

UKUP PROPOSED AGENDA FOR STRAND TWO ISSUES

1. Consideration of the Impediment of Articles 2 and 3 to pragmatic cross border co-operation.
2. Common Interests (including matters such as economic co-operation and development, security co-operation and law enforcement co-operation) and themes.
3. Report to Plenary.

Ulster Unionist Party (UUP)

15th October 1996

PROPOSALS FOR COMPREHENSIVE AGENDA

Strand 1

1. Principles and requirements
2. Constitutional issues
3. Nature, form and extent of new arrangements
4. Relationships with other arrangements
5. Justice issues
6. Rights and safeguards

Strand 2

1. Principles and Requirements
2. Constitutional issues
3. Nature, form and extent of new arrangements
4. Relationships with other arrangements
5. Rights and safeguards

Strand 3

1. Principles and requirements
2. Constitutional issues
3. Nature, form and extent of new arrangements
4. Relationships with other arrangements
5. Rights and safeguards

Cross-Strand Issues

1. Principles and requirements for new arrangements to address the totality of relationships.
2. Rights and safeguards
3. Arrangements for validation of overall agreement.