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DESKBY 021745Z

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FM MADRID 021628Z DEC 82

TO IMMEDIATE FCO

TELEGRAM NUMBER 648 OF 2 DECEMBER

INFO IMMEDIATE GOVERNOR GIBRALTAR(PERSONAL)

INFO WASHINGTON RABAT UKDEL NATO UKREP BRUSSELS

MY TELNO 642 (NOT TO ALL): OPENING TO PEDESTRIANS OF  
FRONTIER WITH GIBRALTAR.

1. THERE SEEMS LITTLE DOUBT THAT THE CABINET WILL APPROVE  
ON 7 DECEMBER GONZALEZ'S PROPOSAL THAT THE BORDER WITH  
GIBRALTAR SHOULD BE OPENED TO PEDESTRIANS. AS ALREADY  
REPORTED, A DECISION OF THIS KIND HAD BEEN ON THE CARDS FOR SOME  
TIME. IT REPRESENTS AN INTELLIGENT MOVE BY THE NEW GOVERNMENT.  
IN REMOVING PART OF THE RESTRICTIONS IMPOSED BY FRANCO, IT CAN  
SHOW THAT IT HAS GONE A STEP FURTHER THAN ITS UCD  
PREDECESSOR IN DISMANTLING AN UNSUCCESSFUL APPARATUS OF THE  
DICTATORSHIP. AT THE SAME TIME THE FULL REMOVAL OF  
RESTRICTIONS REMAINS TO BE TRADED AGAINST THE OPENING OF  
NEGOTIATIONS.

2. THE OPENING OF THE FRONTIER, EVEN THOUGH ONLY PARTIAL,  
WILL ALSO BE WIDELY WELCOMED IN THE CAMPO WITH ITS TRADITION  
OF SUPPORT FOR THE PSOE. LEADING LOCAL PERSONALITIES HAVE  
LONG ADVOCATED IT. NOR WILL IT BE EXPENSIVE TO IMPLEMENT. THE  
PRACTICAL MODALITIES (MY TELNO 645) SHOULD BE MANAGEABLE THOUGH  
THE EXACT TIMING NEEDS TO BE DISCUSSED. (DECEMBER 15 HAD BEEN  
MENTIONED IN THE PRESS.) MOREOVER THE GESTURE CAN BE PRESENTED  
TO GIBRALTARIANS AS THE BEGINNING OF AN ATTEMPT TO WIN  
OPINION IN THE COLONY RATHER THAN ANTAGONISE IT. THE NEW  
SPANISH GOVERNMENT MAY FURTHER HAVE CALCULATED THAT MOVEMENT  
OVER GIBRALTAR WOULD ENABLE THEM TO SHOW THEMSELVES IN A  
MORE FAVOURABLE LIGHT IN NATO AND COMMUNITY COUNTRIES, THUS  
OPENING BETTER PERSPECTIVES FOR THEM IN THOSE ORGANISATIONS.

3. I WELL APPRECIATE THE PRACTICAL PROBLEMS WHICH  
THIS MOVE MAY CAUSE FOR GIBRALTAR. (SEE THE GOVERNOR'S  
PERSONAL TELNO 153). THE OPENING OF THE FRONTIER TO  
PEDESTRIANS COULD BE A MORE COMPLICATED OPERATION THAN THE  
PASSAGE ACROSS THE BORDER OF HUMANITARIAN CASES ONLY, WHICH  
HAS BEEN HAPPENING SINCE THIS SUMMER. I WILL CONTINUE TO  
DRAW ATTENTION, AS WE HAVE DONE SINCE THE PROPOSAL TO OPEN THE  
FRONTIER TO PEDESTRIANS WAS FIRST MOOTED IN 1980, TO THE FACT  
THAT LIMITING OPENING OF THIS KIND IS LIKELY TO SUIT THE  
SPANIARDS BETTER THAN THE GIBRALTARIANS (SEMI-COLON) A VEHICLE  
IS MORE NECESSARY IN SPAIN THAN IN GIBRALTAR. I SHALL CONTINUE  
TO MAKE CLEAR, ESPECIALLY TO THE NEW FOREIGN MINISTER, THE

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NEED FOR THE NEW ARRANGEMENTS TO BE OPERATED ON AN EQUITABLE BASIS (MY TELNO 645). OTHERWISE THE EFFECT ON OPINION IN GIBRALTAR COULD BE COUNTER-PRODUCTIVE.

4. IT ALSO SEEMS NECESSARY TO TELL THE MINISTER THAT, WHILE WELCOMING THIS EASING OF THE SPANISH RESTRICTIONS, WE NATURALLY CANNOT REGARD THIS AS FULFILLING THE TERMS OF THE LISBON AGREEMENT (YOUR TELNO 343). MORAN WILL BE WELL AWARE OF THIS. BUT THE DANGER IS THAT HE MAY MANOEUVRE TO HAVE THIS GESTURE REGARDED BY OUR PARTNERS AND ALLIES AS WEAKENING THE OBSTACLE OF THE CLOSED FRONTIER TO SPANISH ENTRY INTO THE COMMUNITY AND POSSIBLY THE INCLUSION OF GIBRALTAR IN A NEW COMMAND STRUCTURE FOR NATO. INDEED WE HAVE ALREADY HAD AN ENQUIRY FROM THE AMERICAN EMBASSY ON THIS LAST POINT.

5. LOOKING FURTHER FORWARD, IT WILL BE INTERESTING TO LEARN WHAT SORT OF TIMETABLE MORAN HAS IN MIND FOR THE OPENING OF NEGOTIATIONS, REGARDED BY GONZALEZ AS A PRIORITY MATTER (MY TELEGRAM NO. 640) AND FULL IMPLEMENTATION OF THE LISBON AGREEMENT. BUT I FULLY UNDERSTAND THAT YOU WOULD NOT WISH ME TO APPEAR TO BE RUNNING AFTER THE SPANIARDS. "ALL THE DIFFERENCES" BETWEEN US, AS MENTIONED IN THE LISBON AGREEMENT, ARE CONCEIVED BY THE SPANISH GOVERNMENT AS INCLUDING SOVEREIGNTY. THERE CAN BE NO PROSPECT OF MOVEMENT ON THAT FRONT UNTIL THE SPANIARDS THEMSELVES OVER A LONG PERIOD HAVE SUCCEEDED IN CHANGING GIBRALTARIAN OPINION. FALSE HOPES MUST THEREFORE NOT (NOT) BE AROUSED. AT THE SAME TIME WE MUST DECLINE TO GIVE THE SPANIARDS ANY EXCUSE FOR ARGUING THAT WE ARE NOT (NOT) PREPARED TO IMPLEMENT THE LISBON AGREEMENT.

6. IN ANY CASE, A COOLING OFF PERIOD BETWEEN THE OPENING OF THE FRONTIER TO PEDESTRIANS AND THE FULL RESTORATION OF COMMUNICATIONS MIGHT NOT WORK OUT BADLY IN PRACTICE IN THE AREA ITSELF.

7. IF I AM ABLE TO MEET MORAN BEFORE 7 DECEMBER, I WILL REPORT THE OUTCOME BEFORE YOU SEE HIM AT THE NORTH ATLANTIC COUNCIL ON 9 DECEMBER.

PARSONS

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