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Last Updated: 02/28/2025

ORIGINAL
BILL
Submitted by Lugar
Duted April 24

99TH CONGRESS 1ST SESSION

S. 995

To express the opposition of the United States to the apartheid policies of the Government of South Africa and to encourage South Africa to abandon such policies.

Juba. Hd 4124/86

IN THE SENATE OF THE UNITED STATES

APRIL 24 (legislative day, APRIL 15), 1985

Mr. LUGAR (for himself, Mr. MATHIAS, and Mr. DOLE) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

A BILL

To express the opposition of the United States to the apartheid policies of the Government of South Africa and to encourage South Africa to abandon such policies.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 That this Act may be cited as the "Anti-Apartheid Action
- 4 Act of 1985".
- 5 FINDINGS AND DECLARATIONS
- 6 Section 1. The Congress finds and declares that—
- 7 (a) the policy and practice of apartheid—
- 8 (1) deliberately separates millions of South
- 9 African "migrant" workers from their families;

1	(2) denies meaningful, democratic participa-
2	tion in the political process to the majority of the
3	South African population;
4	(3) consigns the mass of South African citi-
5	zenry to lives of economic and educational depri-
6	vation;
7	(4) denies black citizens of South Africa the
8	right to travel freely within their own country;
9	(5) leads to the arbitrary government confis-
10	cation of the private property legally owned by
11	black South African nationals;
12	(6) tries to deprive many South African citi-
13	zens of South African citizenship;
14	(b) the policy and practice of apartheid is repug-
15	nant to the moral and political values of democratic
16	and free societies, and runs counter to United States
17	policies to promote democratic governments throughout
18	the world and respect for human rights; and
19	(c) it is the policy of the United States to promote
20	peaceful change in South Africa through diplomatic
21	means, but also, where necessary and appropriate,
2 2	through the adoption of other measures, in conjunction
23	with our allies, in order to reinforce United States op-
24	position to apartheid.
25	DEFINITIONS
26	SEC. 2. As used in this Act—

1	(1) the term "national of the United States"
2	means—
3	(A) a natural person who is a citizen of the
4	United States or who owes permanent allegiance
5	to the United States; or
6	(B) a corporation, partnership, or other en-
7	terprise if—
8	(i) natural persons who are nationals of
9	the United States own or control, directly or
10	indirectly, more than 50 per centum of the
11	outstanding voting securities;
12	(ii) natural persons who are nationals of
13	the United States own or control, directly or
14	indirectly 25 per centum or more of the
15	voting securities, and natural persons of an-
16	other nationality do not own or control an
17	equal or larger percentage;
18	(iii) any natural person who is a nation-
19	al of the United States operates the corpora-
20	tion, partnership, or enterprise pursuant to
21	the provisions of an exclusive management
22	contract;
23	(iv) a majority of the members of the
24	board of directors are also members of the
25	comparable governing body of a corporation

1	or legal entity organized under the laws of
2	the United States, any State or territory
3	thereof, or the District of Columbia;
4	(v) natural persons who are nationals of
5	the United States have authority to appoint
6	the chief operating officer; and
7	(2) the term "South Africa" refers to the territory
8	that constituted the Republic of South Africa on May
9	31, 1961.
10	SCHOLARSHIP FOR BLACK SOUTH AFRICANS
11	SEC. 3. Section 105(b) of the Foreign Assistance Act of
12	1961 is amended—
13	(1) by inserting "(1)" after "(b)"; and
14	(2) by adding at the end thereof the following new
15	paragraph:
16	"(2)(A) Beginning with the fiscal year 1986, and for
17	each fiscal year thereafter, \$15,000,000 of assistance provid-
18	ed under this section by the Administrator of the agency pri-
19	marily responsible for administering this part of this Act shall
20	be used to finance scholarships for black South Africans who
21	are attending universities, colleges, and secondary schools in
22	South Africa and who are selected in accordance with sub-
23	paragraph (B). Of the funds available under the preceding
24	sentence to carry out this subparagraph, not less than
25	\$5,000,000 shall be available only for assistance to full-time

1	teachers or other educational professionals pursuing studies
2	toward the improvement of their professional credentials.
3	"(B) Individuals for whom scholarships are financed
4	under subparagraph (A) shall be selected by a national panel
5	or by regional panels composed solely of members of the
6	teaching profession appointed by the United States chief of
7	diplomatic mission to South Africa. No such individual may
8	be selected through any contract entered into with the
9	agency primarily responsible for administering this part of
10	this Act.".
11	HUMAN RIGHTS FUND
12	SEC. 4. Section 116(e)(2)(A) of the Foreign Assistance
13	Act of 1961 is amended—
14	(1) by striking out "1984 and" and inserting in
15	lieu thereof "1984,";
16	(2) by inserting after "1985" a comma and the
17	following: "and \$1,500,000 for the fiscal year 1986,
18	and for each fiscal year thereafter"; and
19	(3) by adding at the end thereof the following:
20	"Grants under this paragraph shall be made by the As-
21	sistant Secretary for Human Rights and Humanitarian
22	Affairs.".
23	EXPANDING PARTICIPATION IN THE SOUTH AFRICAN
24	ECONOMY
25	SEC 5 (a) The Congress declares—

	6
1	(1) that the denial under the apartheid laws of
2	South Africa of the rights of South African blacks and
3	other nonwhites to have the opportunity to participate
4	equitably in the South African economy as managers
5	or owners of, or professionals in, business enterprises,
6	and
7	(2) the policy of confining South African blacks
8	and other nonwhites to the status of employees in
9	minority-dominated businesses is an affront to the
10	values of a free society.
11	(b) The Congress hereby—
12	(1) applauds the commitment of nationals of the
13	United States adhering to the principles set forth in
14	section 10 to assure that South African blacks and
15	other nonwhites are given assistance in gaining their

- rightful place in the South African economy; and

 (2) urges the United States Government to assist
 in all appropriate ways the realization by South African blacks and other nonwhites of their rightful place
 in the South African economy.
- 21 (c) The Secretary of State and any other head of a de-22 partment or agency of the United States carrying out activi-23 ties in South Africa shall, to the maximum extent practicable, 24 in procuring goods or services, make affirmative efforts to 25 assist business enterprises having more than 50 per centum

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1	beneficial ownership by South African blacks or other non-
2	white South Africans.
3	OVERSEAS PRIVATE INVESTMENT CORPORATION
4	SEC. 6. Section 237(a) of the Foreign Assistance Act of
5	1961 is amended—
6	(1) by striking out "(a) Insurance" and inserting
7	in lieu thereof "(a)(1) Except as provided in paragraph
8	(2), insurance"; and
9	(2) by adding at the end thereof the following:
10	"(2) Insurance, reinsurance, and guaranties of loans
11	may be issued to cover an investment made in connection
12	with a project in South Africa, notwithstanding the absence
13	of an agreement with the Government of South Africa, if
14	such investment is otherwise eligible under this title, except
15	that—
16	"(A) the issuance of any such insurance, reinsur-
17	ance, or guaranty shall only be made to promote joint
18	ventures between business enterprises controlled or
19	owned by South African blacks or other nonwhite
20	South Africans and business enterprises controlled or
21	owned by United States nationals; and
22	"(B) the national of the United States holds a mi-
23	nority interest or agrees to relinquish its majority inter-
24	est during the course of the joint venture.".

Present

1	EXPORT-IMPORT BANK OF THE UNITED STATES
2	SEC. 7. Section 2(b)(9) of the Export-Import Bank Act
3	of 1945 is amended—
4	(1) by striking out "(9) In" and inserting in lieu
5	thereof "(9)(A) Except as provided in subparagraph
6	(B), in "; and
7	(2) by adding at the end thereof the following:
8	"(B) The Bank shall take active steps to encourage the
9	use of its facilities to guarantee, insure, extend credit, or par-
10	ticipate in the extension of credit to business enterprises in
11	South Africa that are majority owned by South African
12	blacks or other nonwhite South Africans. The certification
13	requirement contained in clause (C) of subparagraphs (A)
14	shall not apply to exports to or purchases from business en-
15	terprises which are majority owned by South African blacks
16	or other nonwhite South Africans.".
17	LABOR PRACTICES OF THE UNITED STATES GOVERNMENT
18	IN SOUTH AFRICA
19	SEC. 8. (a) It is the sense of the Congress that the labor
20	practices used by the United States Government—
21	(1) for the direct hire of South Africans,
22	(2) for the reimbursement out of official residence
23	funds of South Africans and employees of South Afri-
24	can organizations for their employment services on
25	behalf of the United States Government, and

1	(3) for the employment services of South Africans
2	arranged by contract,
3	should represent the best of American labor practices and
4	should serve as a model for the labor practices of nationals of
5	the United States in South Africa.
6	(b) Notwithstanding any other law, the Secretary of
7	State and any other head of a department or agency of the
8	United States carrying out activities in South Africa shall
9	promptly take the necessary steps to ensure that the labor
10	practices applied to the employment services described in
11	paragraphs (1) through (3) of subsection (a) are governed by
12	the principles set forth in section 10.
13	EMPLOYMENT PRACTICES OF UNITED STATES NATIONALS
14	IN SOUTH AFRICA
15	Sec. 9. (a) It is the sense of the Congress that any
16	national of the United States that employs more than twenty-
17	five persons in South Africa should take the necessary steps
18	to insure that those principles relating to employment prac-
19	tices set forth in section 10 are implemented.
20	(b) No department or agency of the United States may
21	intercede with any foreign government or any national re-
22	garding the export marketing activities in any country of any
23	national of the United States employing more than twenty-
24	five persons in South Africa that is not implementing the
25	principles relating to employment practices in South Africa

set forth in section 10. No such national may make any new

1	investment in the Republic of South Africa. The Secretary of
2	State shall promulgate such regulations as are necessary to
3	implement this section.
4	STATEMENT OF PRINCIPLES
5	Sec. 10. (a) The principles referred to in sections 8 and
6	9 of this Act are as follows:
7	(1) Desegregating the races in each employment
8	facility, including-
9	(A) removing all race designation signs;
10	(B) desegregating all eating, rest, and work
11	facilities; and
12	(C) terminating all regulations which are
13	based on racial discrimination.
14	(2) Providing equal employment for all employees,
15	including—
16	(A) assuring that any health, accident, or
17	death benefit plans that are established are non-
18	discriminatory and open to all employees, on an
19	equitable basis; and
20	(B) implementing equal and nondiscrimina-
21	tory terms and conditions of employment for all
22	employees, and abolishing job reservations, job
23	fragmentation, apprenticeship restrictions for
24	blacks and other nonwhites, and differential em-
25	ployment criteria, which discriminate on the basis
26	of race or ethnic origin.

1	(3) Establishing equal pay for all employees doing
2	equal work, including—
3	(A) establishing and implementing, as soon
4	as possible, a wage and salary structure which is
. 5	applied equally to all employees, regardless of
6	race, who are engaged in equal work;
7	(B) reviewing the distinction between hourly
8	and salaried job classifications, and establishing
9	and implementing an equitable and unified system
10	of job classifications which takes into account such
11	review; and
12	(C) eliminating inequities in seniority and in-
13	grade benefits so that all employees, regardless of
14	race, who perform similar jobs are eligible for the
15	same seniority and ingrade benefits.
16	(4) Establishing a minimum wage and salary
17	structure based on a cost-of-living index which takes
18	into account the needs of employees and their families.
19	(5) Increasing, by appropriate means, the number
20	of blacks and other nonwhites in managerial, superviso-
21	ry, administrative, clerical, and technical jobs for the
22	purpose of significantly increasing the representation of
23	blacks and other nonwhites in such jobs, including-
24	(A) developing training programs that will
25	prepare substantial numbers of blacks and other

1	nonwhites for such jobs as soon as possible,
2	including—
3	(i) creating on-the-job training programs
4	and facilities to assist employees to advance
5	to higher paying jobs requiring greater skills;
6	(B) establishing procedures to assess, identi-
7	fy, and actively recruit employees with potential
8	for further advancement;
9	(C) identifying blacks and other nonwhites
10	with high management potential and enrolling
11	them in accelerated management programs;
12	(D) establishing and expanding programs to
13	enable employees to further their education and
14	skills at recognized education facilities; and
15	(E) establishing timetables to carry out this
16	paragraph.
17	(6) Taking reasonable steps to improve the quality
18	of employees' lives outside the work environment with
19	respect to housing, transportation, schooling, recrea-
20	tion, and health, including-
21	(A) providing assistance to black and other
22	nonwhite employees for housing, health care
23	transportation, and recreation either through the
24	provision of facilities or services or providing fi-
25	nancial assistance to employees for such purposes

1	including the expansion or creation of in-house
2	medical facilities or other medical programs to im-
3	prove medical care for black and other nonwhite
4	employees and their dependents; and
5	(B) participating in the development of pro-
6	grams that address the education needs of em-
7	ployees, their dependents, and the local com-
8	munity.
9	(7) Recognizing labor unions and implementing
10	fair labor practices, including—
11	(A) recognizing the right of all employees,
12	regardless of racial or other distinctions, to self-
13	organization and to form, join, or assist labor or-
14	ganizations, freely and without penalty or reprisal,
15	and recognizing the right to refrain from any such
16	activity;
17 ·	(B) refraining from—
18	(i) interfering with, restraining, or co-
19	ercing employees in the exercise of their
20	rights of self-organization under this para-
21	graph,
22	(ii) dominating or interfering with the
23	formation or administration of any labor or-
24	ganization or sponsoring, controlling, or con-

tributing financial or other assistance to it,

1	(iii) encouraging or discouraging mem-
2	bership in any labor organization by discrimi-
3	nation in regard to hiring, tenure, promotion,
4	or other condition of employment,
5	(iv) discharging or otherwise disciplining
6	or discriminating against any employee who
7 .	has exercised any rights of self-organization
8	under this paragraph, and
9	(C) allowing employees to exercise rights of
10	self-organization, including solicitation of fellow
11	employees during nonworking hours, allowing dis-
12	tribution and posting of union literature by em-
13	ployees during nonworking hours in nonworking
14	areas, and allowing reasonable access to labor or-
15	ganization representatives to communicate with
16	employees on employer premises at reasonable
17	times;
18	(D) allowing employee representatives to
19	meet with employer representatives during work-
20	ing hours without loss of pay for purposes of col-
21	lective bargaining, negotiation of agreements, and
22	representation of employee grievances;
23	(E) regularly informing employees that it is
24	company policy to consult and bargain collectively

1	with organizations which are freely elected by the
2	employees to represent them; and

- (F) utilizing impartial persons mutually agreed upon by employer and employee representatives to resolve disputes concerning election of representatives, negotiation of agreements or grievances arising thereunder, or any other matters arising under this paragraph.
- (b) The Secretary of State may issue guidelines and criteria to assist persons who are or may be subject to this
 section in complying with the principles set forth in subsection (a) of this section. The Secretary may, upon request,
 give an advisory opinion to any person who is or may be
 subject to this section as to whether that person is subject to
 this section or would be considered to be in compliance with
 the principles set forth in subsection (a).
- 17 (c) The Secretary of State may promulgate such regula18 tions as the Secretary may deem necessary to implement the
 19 provisions of this Act. The Secretary may conduct investiga20 tions, hold hearings, administer oaths, examine witnesses, re21 ceive evidence, take dispositions, and require by subpoena the
 22 attendance and testimony of witnesses and the production of
 23 all books, papers, and documents relating to any matter
 24 under investigation. The Secretary may require all persons

- 1 referred to in subsection (a) to register with the Department
- 2 of State.
- 3 (d) Any person who willfully violates any rule or regula-
- 4 tion issued under this section or who willfully, in a registra-
- 5 tion statement or report required by the Secretary, makes
- 6 any untrue statement of a material fact or omits to state a
- 7 material fact required to be stated therein or necessary to
- 8 make the statements therein not misleading, shall upon con-
- 9 viction be fined not more than \$1,000,000 or imprisoned not
- 10 more than two years, or both.
- 11 (e) In carrying out functions under this section, the
- 12 President is authorized to exercise the same powers concern-
- 13 ing violations and enforcement which are conferred upon de-
- 14 partments, agencies and officials by subsections (c), (d), (e),
- 15 and (f) of section 11 of the Export Administration Act of
- 16 1979, and by subsections (a) and (c) of section 12 of such
- 17 Act, subject to the same terms and conditions as are applica-
- 18 ble to such powers under such Act. Nothing in this subsection
- 19 shall be construed as authorizing the withholding of informa-
- 20 tion from the Congress.
- 21 (f) Notwithstanding any other provision of law, the Sec-
- 22 retary may enter into contacts with one or more private or-
- 23 ganizations or individuals to assist the Secretary on imple-
- 24 menting this section.

1	REPORT AND POLICY ON ECONOMIC SANCTIONS				
2	SEC. 11. (a) It shall be the policy of the United States				
3	to impose economic sanctions against the Government of				
4	South Africa if, within two years of the date of enactment of				
5	this section, significant progress has not been made toward				
6	ending the policy of apartheid.				
7	(b) The Congress urges the President to raise the issue				
8	of reform in South Africa during the May 1985 economic				
9	summit and to establish with the other industrialized democ-				
10	racies an Inter-Allied Working Group on South Africa for the				
11	purpose of monitoring reforms and, if necessary, developing				
12	multilateral economic sanctions against the Government of				
13	South Africa.				
14	(c) The President shall prepare and transmit to the				
15	Speaker of the House of Representatives and the chairman of				
16	the Committee on Foreign Relations of the Senate March 1,				
17	1987 and every six months thereafter, a report on the extent				
18	to which significant progress has been made toward ending				
19	the system of apartheid, including—				
20	(1) a detailed assessment of the extent to which				
21	the Government of South Africa has made progress				
22	in—				
23	(A) housing black workers with their				
24	families.				

1	(B) abolishing the pass laws which prevent
2	blacks from moving freely into the cities;
3	(C) terminating the migrant labor system;
4	(D) allowing unrestricted labor union rights
5	for all; and
6	(E) increasing local investment in black edu-
7	cation and training;
8	(2) a statement of any conclusions drawn by the
9	Inter-Allied Working Group on South Africa;
10	(3) a determination by the President as to wheth-
11	er significant progress has been made in achieving the
12	purposes described in clauses (A) through (E) of para-
13	graph (1); and
14	(4) if the President determines under paragraph
15	(3) that significant progress has not been made, a rec-
16	ommendation as to which of the following sanctions
17	should be imposed;
18	(A) A ban on new commercial investment in
19	South Africa.
20	(B) A ban on new bank loans to the Govern-
21	ment of South Africa.
22	(C) A ban on the importation of South Afri-
23	can Krugerrands.
24	(D) A ban on the sale of computers to the
25	central Government of South Africa

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- (A) would enact part or all of the sanctions described in clauses (A) through (D) of subsection (c)(4), and
- (B) is introduced in the Senate after the date of receipt of the report required by subsection (c), shall be considered in the Senate in accordance with the provisions of section 601(b) of the International Security Assistance and Arms Export Control Act of 1976, except that, for purposes of section 601(b)(3)(A) of such Act, a reference to the "same certification" shall be deemed to be a reference to the report required by subsection (c).
- 14 (2) For the purpose of expediting the consideration an enactment of a joint resolution which is described in para16 graph (1) and which is introduced in the House of Represent17 atives after the date of receipt of the report required by sub18 section (c), a motion to proceed to the consideration of any
 19 such resolution after it has been reported by the appropriate
 20 committee shall be treated as highly privileged in the House
 21 of Representatives.

September 10, 1986

Senator Jeremiah Denton SH 516 Hart Senate Office Building Washington, DC 20510

Attn: Meg Hunt

Dear Ms. Hunt:

This is a quick response to your conversation this morning with John Montgomery about the consequences of sanctions, which I hope will be helpful. Some of the consequences of sanctions against South Africa could include:

Coal- the US export \$400 million worth to Japan, which Japan buys largely to appease protectionist sentiment. It is not only high priced, but there is no deep water port in the US at which the coal ships can be fully loaded, so they take on 55 thousand tons, either at Hampton Roads or Baltimore, and then are topped off at Richards Bay with lower priced South African coal. The Japanese government has made it clear to the Reagan administration that, if forced to go along with an embargo on South African coal they will not be able to take any US coal, much of which comes from West Virginia, Virginia, and Kentucky.

Vanadium - South Africa's Vanadium production, almost the only source of Vanadium in the world and used to strengthen steel, is a by-product of its steel production. If South African steel is banned from the US and Europe, the supply of vanadium will drop sharply, and this will inevitably affect steel production in Pennsylvania, Illinois, and elsewhere.

Wheat and Grain - With the decision of the Soviet Union this week to shift a proposed purchase of two and a half tons of wheat from the US to Canada, South Africa is one of the largest purchasers of US wheat, mainly from Kansas and Iowa. It was also in 1984 a purchaser of $2\frac{1}{2}$ million tons of yellow corn. The South African authorities have announced that they may be required to purchase further supplies of corn as a result of some disease to South African production. This purchase would become much more dubious if not impossible if sanctions are adopted.

Strategic metals - the extent of US dependence on South

African strategic metals and the absence of major substitutes is fairly well known. A study by the Department of Commerce is What is less well known are the numbers of employees whose livelihoods are directly connected to the supply of such minerals. A study by the Department of Commerce showed that in Indiana the jobs of 317,000 employees were connected to such supply. Those employees represent a payroll of more than 7 billion dollars and were responsible for the supply of goods valued at nearly 41 billion. Not all of these employees would necessarily be affected by a cut off in South African supplies, but a government study in West Germany suggested that if there were an interruption in the supply of chrome ore for three months there would be 1.3 million unemployed. While the South African government has undertaken to be a reliable and consistent supplier of critical materials it is hard to believe that they would be prepared to allow the US Congress to place sanctions against supplies of materials that the US did not immediately need, but not against those materials on which the US was critically dependent. Critical materials account for less than five percent of South African mineral exports in value, and it would not be a difficult decision for the South African authorities to take.

I hope that this is helpful to you. It only touches on the extent of the interdependence that exists, but it does serve to underline the frivolousness of much of the discussion that has taken place on this issue.

With warmest regards,

John H. Chettle Director North and South America

JHC/mes (signed and dictated in Mr. Chettle's absence.)

S. almi

South Africa Sanctions Legislation

J. Office

Provision

H.R. 4868 (Passed by voice vote) S. 2701 (Passed 84 to 14)

Prohibition on Investment in South Africa

Prohibits any U.S. person from holding or making any investment in South Africa, i.e., requires complete disinvestment.

Prohibits new investment by any U.S. person in South Africa, except for black-owned firms. (Prohibition does not include trade financing or reinvestment of profits earned in South African enterprises).

2) Prohibits all loans to the South African Government (including parastatals), with an exception for certain loans for educational, housing or humanitarian purposes.

Prohibition on Imports

- Prohibits the import into the U.S. of any article grown, produced, or manufactured in South Africa. One narrow exception is provided for certain strategic minerals if the President makes a required certification.
- 1) Prohibits the import of articles which are the product of South African government parastatals (with an exception for strategic minerals). This would apply mostly to iron and steel.
- 2) Prohibits imports of uranium ore, uranium oxide, coal, textiles and agricultural commodities from South Africa to take effect 90 days after enactment.
- 3) Prohibits the import of defense articles and data produced in South Africa.

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Prohibition on Exports

Prohibits all exports of goods, technology, or information from the U.S. to South Africa (with a narrow exception for medical supplies and donation of food).

H.R. 4868

USDA Export Credits

No similar provision.

Prohibition on Landing Rights of South African aircraft Prohibits the landing or takeoff of any South African aircraft (with an exception for emergencies).

Prohibition on Importation of Krugerrands Prohibits the import of Krugerrands.

Enforcement Penalties

Provides severe criminal and civil penalties for violation of the act.

Tax Provision

Prohibits any tax credits or deductions for taxes paid to South Africa.

- 1) Prohibits the export of computers and related goods to the police, military, and apartheid enforcing entities in South Africa.
- 2) Prohibits exports of crude oil and petroleum products to South Africa (with an exception for existing contracts).

Permits South Africa to participate in Department of Agriculture export credit and promotion programs.

Similar Provision.

Prohibits the import of Krugerrands and other gold coins minted in South Africa as well as Soviet gold coins.

Similar provision.

Requires the termination of the bilateral tax treaties in force with South Africa.

diplomatic and consular purposes.

S. 2701

Prohibits U.S. Government assistance for investment for trade in South Africa, including subsidies and funding for any trade missions/trade fairs.

Prohibits the use of U.S.G. funds for the promotion of tourism in South Africa.

The bill contains a broad prohibition on the import of agricultural products, including sugar, syrups, and molasses. The bill increases the Philipppines' sugar quota by an amount corresponding to the South African reduction.

1) Increases the amount of foreign assistance funds available for scholarships to the victims of apartheid and for assistance generally to South Africa (i.e., up to \$40,000,000 in economic support funds in FY87 and each year thereafter).

Government of South Africa Bank Accounts No similar provision.

U.S. Government
Assistance for Trade

No similar provision.

Tourism

No similar provision.

Philippines/Sugar

No similar provision.

Measures to Assist Victims of Apartheid No similar provision.

Measures to Assist Victims of Apartheid No similar provision.

- 2) Earmarks specified amounts of assistance for specified purposes (\$500,000 per fiscal year for legal assistance to political prisoners and detainees, and \$175,000 for families of the victims of those "necklaced").
- 3) Requires Eximbank to take active steps to encourage the use of its facilities to assist black South Africa business enterprises and relaxes certain current statutory restrictions on Eximbank activities in South Africa.
- 4) Authorizes \$10 million for the purchase of housing for black South Africa nationals employed by the U.S. Government in South Africa. The housing is to be located in areas open to all population groups.
- 5) Provides that the U.S. Embassy and Consulates in South Africa shall make affirmative efforts to purchase goods and service from the victims of apartheid notwithstanding normal competition in contracting laws.
- 6) The President is authorized to use the Emergency Reserve for African Famine Relief established as part of the P.L 480 program notwithstanding certain existing legal requirements. Reserve to be used for humanitarian food aid in South Africa.

Effective Date

All provisions, including the requirement for complete disinvestment,

enter into force 180 days after

enactment.

Codify existing Executive Order No similar provisions.

Codifies provisions which are very similar to last fall's Executive Orders restrictions on:

S. 2701

- a) nuclear trade,
- b) computer exports,

Varies by provision.

- c) arms imports, and
- d) labor practices of U.S. firms and the U.S. Government in South Africa.

Unfair Trade Practices

No similar provisions.

- 1) The bill authorizes the President to limit the import into the U.S. of any products of any foreign country to the extent that the country concerned benefits from or otherwise takes commercial advantage of the sanctions contained in the bill.
- 2) It also provides that it shall be an unfair method of competition for any person to benefit from or take commercial advantage of any sanctions measures and confers a private cause of action in U.S. courts on individuals affected.

Waivers

No similar provisions.

Military Cooperation

No similar provision.

- 1) Provides that sanctions will terminate if the South African Government releases Nelson Mandela, repeals the state of emergency, unbans democratic political parties; repeals certain apartheid laws and makes a public commitment to good faith negotiations with representatives of the black majority. Congress must pass a joint resolution approving a Presidential determination of these conditions.
- 2) The bill provides that the President may lift any prohibition in the bill if it would "increase U.S. dependence upon any member country or observer country of the Council for Mutual Economic Assistance" (i.e., the economic entity related to the Warsaw Pact) for the import of (1) coal or (2) any strategic material, or (3) any critical material. Criteria is established for this purpose.

The bill prohibits any agency or entity of the U.S.G. from engaging in any form of cooperation with the armed forces of South Africa, except activities reasonably designed to facilitate the collection of necessary intelligence.

Mandela Meeting No similar provision.

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Government Procurement No similar provision.

Future Measures No similar provision.

The bill expresses the sense of the Senate that the U.S. Ambassador to South Africa should meet with Nelson Mandela.

Prohibits U.S.G. procurement from parastatals except for items necessary for diplomatic or consular purposes.

Requires the President to make a report to Congress 12 months after enactment on progress in South Africa. If he determines that the conditions specified have not been met, the bill requires that the President must recommend which additional measures should be adopted (from a list of potential sanctions). The sanctions are not automatic, and a law would have to be enacted to promulgate any sanctions recommended by the President pursuant to this procedure. The future measures could include prohibiting military assistance to countries violating the U.N. arms embargo; the import of diamonds and strategic minerals; and any U.S. bank accounts for South Africa nationals.

International Negotiations

No similar provision.

African National Congress (ANC)

No similar provision.

The bill requires negotiations with other countries within 180 days on international arrangements to end apartheid. It provides that the Secretary of State "should convene" an international conference to reach agreements and impose multilateral sanctions (as well certain reporting requirements). Presidential modifications of the bill as a result of such agreements will require Congressional approval by joint resolution.

The bill contains a provision which would establish U.S. policy toward the ANC as requiring the ANC to suspend terrorist activities so that negotiations can begin. It also provides that U.S. policy towards ' South Africa will be adjusted based on certain actions of both the SAG and the ANC. It provides that it shall be the policy of the U.S. to support negotiations without the ANC if (1) the SAG agrees to enter into negotiations without conditions, abandons "unprovoked violence", commits itself to a free and democratic post-apartheid South Africa, and if the ANC refuses to participate in negotiations; and (2) if the ANC refuses to abandon unprovoked violence during such negotiations and refuses to commit itself to a free and democratic post-apartheid South Africa.

A-LETTER FROM SOUTH AFRICA

From: HERBERT BEUKES Ambassador

A monthly viewpoint on South Africa

NO. 5:

MAY 1, 1986

FACING UP TO THE PAST TO BUILD THE FUTURE

"The pass laws have gone. The prisons are emptied of the victims of this unhappy system. No South African will ever suffer the indignity of arrest for a pass offense again."

President P.W. Botha, April 27, 1986

Rarely do leaders, or the societies they represent, confront the unhappy aspects of their country's past. It is much easier to deny error and to live with illusions than to deal with hard facts of injustice and suffering. Only when those facts are squarely and honestly confronted, and action is taken to put the country on a new course, can there be true reconciliation and hope for the future.

Thus, I wish Americans will see the real significance in President Botha's unequivocal abolition of the pass laws two weeks ago. For it is more than just the sweeping away of a cornerstone of apartheid. And it is more than even the liberation of South Africa's black people from the system of restrictions on their ability to move freely in pursuit of the jobs and opportunities for a better life that our economy offers.

Rather, the real meaning of the abolition of the 73-year-old pass laws lies in the sign it gives of the open willingness of my Government to begin a new chapter in the history of South Africa. By honestly facing the past and removing the wrongs that were inherited and continued, South Africa is not only dismantling apartheid. More fundamentally, it is seeking to come to terms with its own past so as to begin the process of reconciliation that will serve as the basis for a new future. It offers an important bridge across the deep divide that has separated South Africans. As one prominent black leader remarked: "Today -- and for the first time in my life -- I became part of the new South Africa."

In this sense, as momentous a change as the pass law abolition represents, there is even more to come, especially if there can be joint efforts through dialogue and negotiation for further change. My Government can, and will, continue its course of change. It will not be deterred from its chosen direction.

But the pace of that course will be immeasurably faster if all sides will join in, discussing together how to achieve the just society we all are seeking. A wagon moves faster when there is more than one shoulder to the wheel.

The abolition of the pass laws provides, in my view, the answer to the question of whether my Government is prepared to carry out real change. I am hopefull it will lead to an acceleration of the politics of negotiation. But it raises another equally important question: is there a corresponding willingness among all South Africa's black leaders, and leaders in the international community, including the United States, to meet us halfway, to forego violence and sanctions, and to help bring about the negotiations that can create the future of justice and equality that must be South Africa's destiny?

If the abolition of the pass laws is to open the way to a joint effort to build that future, much depends on the answer given by black leaders and the world community in the days ahead.

People of goodwill are now awaiting that answer.

Hot Benkes

Southern Africa

NOTES AND COMMENTS

A DIGEST OF NEWS FROM THE REGION

South Africa: Winnie Mandela's Call for Violence and "Necklace" Executions

At a meeting in Munsieville near Johannesburg on Sunday, April 13, 1986 Winnie Mandela was reported by Agence France Presse (AFP) as saying: "Together, hand in hand with our boxes of matches and our necklaces, we shall liberate this country. We work in the white man's kitchen, we bring up the white man's children, we could have killed them at any time we wanted to. 1986 is going to see the liberation of the oppressed masses of this country. We have no gunswe have only stones, boxes of matches and petrol." AFP reporter Graham Browne confirmed that he had reported the speech accurately.

South Africa: Public Accommodations Opened to All

Blacks in South Africa will now have equal access to all public accommodations, including hotels and restaurants. Desegregation legislation became effective without any controversy on April 2, 1986. All people irrespective of race can now make use of public accommodations throughout South Africa.

South Africa: Mobil Oil to Aid Black Education

Mobil Oil has announced the establishment of a 40 million Rand foundation for the improvement of black education, small business and rural development in South Africa. Mr. George Racin, chairman of Mobil Oil Southern Africa (Pty) Ltd. said that by creating the foundation, Mobil had shown that it intends to stay in South Africa, despite disinvestment pressure from abroad.

South Africa: Half of Black Adults Own T.V. Sets

Within ten years of the introduction of television service, more than half of all black adults in metropolitan areas of South Africa own television sets, a Market Research survey reveals. Television ownership among blacks has grown steadily from 29 percent in March, 1983 to 51 percent in November 1985.

South Africa: Black Enrollment at Universities Increases

During 1985 more than 20,000 black students were enrolled at historically white universities in South Africa. This is in addition to the black students enrolled at predominantly black universities.

Lesotho: Cooperation with South Africa

A large-scale cooperative water project between Lesotho and South Africa will produce vital foreign exchange and jobs for Lesotho, and additional water for South African agriculture. This will enable South African agriculture to feed millions more in the Southern African Region. The project entails the building of four large dams, and the construction of tunnels which will carry the water for more than 250 miles to the Vaal Dam. It also involves the building of a 120-megawatt hydro-electric power station, and the construction of 156 miles of high-tension overhead power lines, and 144 miles of roads.

The project will also provide Lesotho with its own supply of electricity, elimi-

nating its dependence on South Africa. More than 3,000 Lesotho citizens will be employed and the country will earn much needed foreign revenue.

South Africa: "KwaNatal" Option for Multiracial Legislature

A proposal to merge the Governments of Natal and KwaZulu into an integrated executive and a multiracial legislature is under active discussion in Durban by whites and blacks representing 31 organizations. Natal is one of four provinces comprising South Africa. KwaZulu is the area in Natal under Zulu administration.

The key figure behind the proposal is Zulu leader and Chief Minister of KwaZulu, Mangosuthu Buthelezi, who has said that the proposal could serve as a model for South Africa as a whole. The final proposal to emerge from these negotiations will be submitted to the South African Government.

South Africa: Massive Black "No" to Sanctions

About 70,000 black people demonstrated their opposition to disinvestment and sanctions at the launch of the United Workers' Union of South Africa at a rally in Durban on May 1, 1986. The new trade union is linked to Inkatha, the largest black political organization in South Africa. The crowd roared "No" when Inkatha chairman Mangosuthu Buthelezi asked: "Is it

vour wish that disinvestment and sanctions should now be imposed on South Africa?" There was another roar of strong disapproval when Chief Buthelezi asked: "Shall I tell them (the international community) that you are now ready to suffer even more deprivations than you are suffering already, if these are worsened by any imposition of disinvestment and sanctions?" When Buthelezi asked those opposing sanctions to stand—the crowd rose.

Zambia: ANC Condemns U.S. Actions Against Libya

In a press release issued on March 24, 1986 in Lusaka, Zambia, the African National Congress (ANC) condemned the United States' actions against Libya.

These "actions of provocation" by the United States against Libya are "clearly part of its (U.S.) policy of state terrorism" against countries that "refuse to

bow to its (U.S.) imperialist diktat, in defence of their sovereignty and national independence."

The Reagan Administration was accused of aligning itself with the "most reactionary forces of facism" in a campaign of "global confrontation with the world progressive forces."

NO. 1

MAY, 1986

BROADENING DEMOCRACY IN SOUTH AFRICA

In a new step broadening democracy in South Africa, President P.W. Botha announced on May 15, that a bill to institute a National Council, which will prepare a new constitutional structure, will soon be published.

As envisaged by President Botha, the Council, which will include blacks, will a) participate in drawing up a new constitutional structure for South Africa and b) in the interim period, also provide blacks with an important say in governmental processes.

President Botha declined to be specific about the shape of the final product of the constitutional change that will emerge from the Council's deliberations, because "it must be a product of negotiation." But he outlined certain norms and values which will form the basis for any new political arrangement for the country. These include:

1. "Broadening of Democracy"

A democratic structure will be designed and implemented which will accommodate the political aspirations of all South Africa's communities.

2. "Elimination of Discrimination"

Prejudice and discrimination on the basis of race, cultural origin, or religion will be eliminated.

3. "Equality of All Under the Law"

The President stressed the just application of law, the independence of the judiciary, and the equality of all persons under the law.

The Freedom Charter

We, the People of South Africa, declare for all our S. Africa country and the world to know:

that South Africa belongs to all who live in it, black and white, and that no government can justly claim authority unless it is based on the will of all the people;

that our people have been robbed of their birthright to land, liberty and peace by a form of government founded on injustice and inequality;

that our country will never be prosperous or free until all our people live in brotherhood, enjoying equal rights and opportunities;

that only a democratic state, based on the will of all the people, can secure to all their birthright without distinction of colour. race, sex or belief;

And therefore, we, the people of South Africa, black and white together-equals, countrymen and brothers-adopt this Freedom Charter. And we pledge ourselves to strive together, sparing neither strength nor courage, until the democratic changes here set out have been won.

THE PEOPLE SHALL GOVERN!

Every man and woman shall have the right to vote for and to stand as a candidate for all bodies which make laws;

All people shall be entitled to take part in the administration of the country;

The rights of the people shall be the same, regardless of

All bodies of minority rule, advisory boards, councils and authorities shall be replaced by democratic organs of self-

NATIONAL GROUPS SHALL HAVE EQUAL

There shall be equal status in the bodies of state, in the courts and in the schools for all national groups and races:

All people shall have equal right to use their own languages, and to develop their own folk culture and customs;

All national groups shall be protected by law against insults to their race and national pride;

The preaching and practice of national, race or colour discrimination and contempt shall be a punishable crime;

All apartheid laws and practices shall be set aside.

THE PEOPLE SHALL SHARE IN THE COUNTRY'S WEALTH!

The national wealth of our country, the heritage of all South Africans, shall be restored to the people;

The mineral wealth beneath the soil, the Banks and monopoly industry shall be transferred to the ownership of the people as a whole;

All other industry and trade shall be controlled to assist the well-being of the people;

All people shall have equal rights to trade where they choose, to manufacture and to enter all trades, crafts and professions.

THE LAND SHALL BE SHARED AMONG THOSE WHO WORK IT!

Restrictions of land ownership on a racial basis shall be ended, and all the land redivided amongst those who work it, to banish famine and land hunger;

The state shall help the peasants with implements, seed, tractors and dams to save the soil and assist the tillers:

Freedom of movement shall be guaranteed to all who work on the land;

All shall have the right to occupy land wherever they choose; People shall not be robbed of their eattle, and forced labour and farm prisons shall be abolished.

ALL SHALL BE EQUAL BEFORE THE LAW!

No one shall be imprisoned, deported or restricted without a fair trial;

No one shall be condemned by the order of any Govern-

The courts shall be representative of all the people;

Imprisonment shall be only for serious crimes against the people, and shall aim at re-education, not vengeance;

The police force and army shall be open to all on an equal basis and shall be the helpers and protectors of the people;

All laws which discriminate on grounds of race, colour or belief shall be repealed.

ALL SHALL ENJOY EQUAL HUMAN RIGHTS!

The law shall guarantee to all their right to speak, to organise, to meet together, to publish, to preach, to worship and to educate their children;

The privacy of the house from police raids shall be protected by law;

side to town, from province to province, and from South

Pass laws, permits and all other laws restricting these

THERE SHALL BE WORK AND SECURITY!

All who work shall be free to form trade unions, to elect their officers and to make wage agreements with their employers;

The state shall recognise the right and duty of all to work, and to draw full unemployment benefits;

Men and women of all races shall receive equal pay for

There shall be a forty-hour working week, a national minimum wage, paid annual leave, and sick leave for all workers, and maternity leave on full pay for all working mothers;

Miners, domestic workers, farm workers and civil servants shall have the same rights as all others who work;

Child labour, compound labour, the tot system and contract labour shall be abolished.

THE DOORS OF LEARNING AND OF CULTURE SHALL BE OPENED!

The government shall discover, develop and encourage national talent for the enhancement of our cultural life;

All the cultural treasures of mankind shall be open to all. by free exchange of books, ideas and contact with other lands;

The aim of education shall be to teach the youth to love their people and their culture, to honour human brotherbood, liberty and peace;

Education shall be free, compulsory, universal and equal for all children:

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Higher education and technical training shall be opened to all by means of state allowances and scholarships awarded on the basis of merit:

Adult illiteracy shall be ended by a mass state education

Teachers shall have all the rights of other citizens; The colour bar in cultural life, in sport and in education

shall be abolished.

THERE SHALL BE HOUSES, SECURITY AND COMFORTI

All people shall have the right to live where they choose, to be decently housed, and to bring up their families in comfort and security:

Unused housing space to be made available to the people; Rent and prices shall be lowered, food plentiful and no one shall go hungry;

A preventive health scheme shall be run by the state;

Free medical care and hospitalisation shall be provided for all, with special care for mothers and young children; Slums shall be demolished, and new suburbs built where have transport, roads, lighting, playing fields, creches and

social centres: The aged, the orphans, the disabled and the sick shall be cared for by the state;

Rest, leisure and recreation shall be the right of all;

Fenced locations and ghettoes shall be abolished, and laws which break up families shall be repealed.

THERE WALL BE PEACE AND FRIENDSHIP!

South Africa shall be a fully independent state, which respects the rights and sovereignty of all nations;

South Africa shall strive to maintain world peace and the settlement of all international disputes by negotiation—not war;

Peace and friendship amongst all our people shall be secured by upholding the equal rights, opportunities and status of all;

The people of the protectorates—Basutoland, Bechuanaland and Swaziland shall be free to decide for themselves their own

The right of all the peoples of Africa to independence and self-government shall be recognised, and shall be the basis of class companyion

WASHINGTON POST

20 MAY 1986 Pg.23

U.S. Voices 'Outrage' to South Africa

But New Sanctions For Raids Ruled Out

By David B. Ottaway
Washington Post Staff Writer

The Reagan administration expressed "outrage" yesterday at South African attacks on black nationalist guerrilla sites in three neighboring countries and said the raids could be "a major setback" to efforts to promote talks between South Africa's white and black leaders.

Assistant Secretary of State Chester A. Crocker summoned the minister of the South African Embassy, Andre Kilian, to the State Department yesterday to lodge an official U.S. protest over the raids into Zimbabwe, Zambia and Botswana in which at least three persons were killed. The administration also lodged a protest through the U.S. Embassy in Pretoria.

"We vigorously condemn these attacks by South Africa," White House spokesman Larry Speakes said. "The United States stands with the governments and peoples of those countries [attacked] in expressing our sense of outrage at these events and our condolences to the families of the victims."

U.S. officials said no decision had been made on further U.S. actions, but Speakes ruled out the possibility of additional U.S. sanctions.

Last June, the administration recalled the U.S. ambassador to South Africa, Herman W. Nickel, in protest over a similar South African raid into Botswana and another aborted attack on a Chevron oil installation in northern Angola. Asked whether Nickel would be recalled again, a White House official said it

: was "a possibility" but indicated no decision had been made.

The South African attacks yesterday on sites belonging to a black nationalist group, the African National Congress (ANC), came in the midst of delicate mediation efforts by a Commonwealth team of "eminent persons" led by the former leaders of Nigeria and Australia. The group is seeking to arrange talks between South African whites and blacks, and to gain the release from jail of ANC leader Nelson Mandela.

Noting reports of some progress in the Commonwealth group's efforts, Speakes said the raids were "particularly inexplicable."

"We think that these actions could very well be a major setback for that progress," Speakes added.

Administration spokesmen were pressed yesterday to explain why Washington was condemning South Africa for its raids against what it regards as black nationalist "terrorists" when the United States has just carried out an attack on Libya for its backing of terrorist attacks on American interests.

Both Speakes and State Department spokesman Bernard Kalb were quick to reject any parallel between the two situations.

"The Libyans and Col. [Muammar] Qaddafi," said Speakes, "have been the No. 1 exporter of terrorism on a worldwide basis and we've produced proof of that."

South Africa, Speakes said, was involved in talks with the three neighboring states on what appeared to be a "constructuve solution" to limit cross-border raids by black nationalists when Pretoria decided to attack. "It's quite a different situation," he said.

Asked whether the administration shared Pretoria's view that the ANC is a terrorist group, Kalb said the administration regarded it as "an important political organization that must be a factor in negotiations over South Africa's future."

But Kalb said the United States had also repeatedly condemned the ANC's use of violence "for political ends" and expressed its concern over the group's close ties to the Soviet Union.

SUPPLEMENTAL CLIPS: TUESDAY, 20 MAY 1986

WASHINGTON POST 20 MAY 1986 Pg.21

China, Taiwan Agree On Returning Plane

Both Save Face; Crew to Go to Hong Kong

By Daniel Southerland Washington Post Foreign Service

HONG KONG, May 19—China and Taiwan reached agreement to-day on the return to Taiwan, via Hong Kong, of a cargo jet and two crew members flown to the mainland by a defecting pilot more than two weeks ago.

The agreement and the three days of negotiation leading up to it marked the first time that known direct talks on any matter have been held between China and Taiwan since the Chinese Communists drove the Nationalists from the mainland to Taiwan in 1949.

The agreement was reached after China backed down from its original position and agreed to return the plane and crew members to Hong Kong. The solution caused neither side to lose face and seemed to benefit both.

Political analysts said China benefited by getting Taiwan to engage for the first time in nearly four decades in direct negotiations with representatives from China and then by looking reasonable in the talks. This could create goodwill that would work in China's favor over the long run, they said.

Taiwan not only got its plane and two of the crew members back but also appeared to be more flexible and pragmatic than it has in the past.

On Tuesday, the two sides are to discuss details of the transfer, including when it will take place.

China earlier had insisted that Taiwan's national airline send a delegation to the southern Chinese city of Guangzhou to recover the 747 cargo jet. Taiwan considers Hong Kong to be more neutral ground than Guangzhou.

If Taiwan had agreed to go to Guangzhou, Taiwan would have been making a further departure from its longstanding policy of no contact with the Communists.

The pilot, Wang Xijue, flew to Guangzhou on May 3. Wang, who left his wife and children behind on Taiwan, said he wanted to be reunited with family members on the mainland. The other crew members have said they want to return to Taiwan.

At a press conference tonight, three representatives from Tai-wan's airline, China Airlines, declined to describe the agreement as a victory for Taiwan, but they looked pleased.

Zhang Ruipu, manager of the Hong Kong office of the Civil Aviation Administration of China, said Peking agreed to deliver the plane and crew members in Hong Kong as a gesture of goodwill aimed at reuniting the crewmen with their families as soon as possible.

The move was made after a member of the Taiwan delegation was reported to have warned that the negotiations could break down if the mainland continued to insist on delivering the plane in Guangzhou. The Taiwanese had also begun to accuse the mainland side of prolonging the talks.

A dispatch today from China's official New China News Agency described the atmosphere at the airlines talks as "warm and friendly." The breakthrough came during a 50-minute meeting held in a conference room at the Hong Kong Jockey Club.

The negotiations seem to contribute to a further lessening of tensions between China and Taiwan and set a precedent for more talks should another incident occur, analysts said.

Political observers reached by telephone in Taiwan said the success of the Hong Kong negotiations was likely to strengthen the hand of younger and more moderate Nationalist officials who have been arguing for a policy of greater flexibility in dealing with China.

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