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61A *cc RT*



MINISTRY OF DEFENCE
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MO 5/21

28th April 1983

Prime Minister

Dear John,

MS.

A.F.C. ^{29.}/₄

At the OD(EM) meeting on 27th April, the Defence Secretary was invited to send instructions to CBFFI in accordance with the Prime Minister's summing up. I attach a copy of the signal authorised by Mr Heseltine which has accordingly been despatched.

There are three points of amplification which were not recorded in the OD(EM) minutes but which have been included in CBFFI's instructions:

- a. in the event of the Argentines succeeding in landing before Ministers have reviewed the situation, CBFFI has been given authority to arrest and detain them on behalf of the FIG pending further instructions;
- b. the Argentines may stop to hold a ceremony at sea when they are confronted by the frigates. Although this would be inside the FIPZ, the Defence Secretary does not think we should attempt to prevent it, and CBFFI has been instructed accordingly;
- c. in view of the possibility of biased reporting, it would be advantageous to have UK press both on board the frigates and ashore; this has been suggested to CBFFI.

I am copying this letter to the Private Secretaries of OD(EM) members and to Sir Robert Armstrong.

*Yan ever
Nick Evans*

(N H R EVANS)

A J Coles Esq

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D Cts Staff (R)/72/67

DRAFT TEXT OF GUIDANCE SIGNAL TO CBFFI ON ARGENTINE

NEXT OF KIN VISIT

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SIC 19F/ZAC

FOR CBF FROM ACDS (C). SUBJECT IS POSSIBLE VISIT OF ARGENTINE NEXT OF KIN.

REFERENCE IS MY 19F 191635Z APR 83

1. SINCE REFERENCE, ICRC HAS DECIDED IT COULD NOT BE ASSOCIATED WITH ARGENTINE NEXT OF KIN VISIT BEING ORGANISED BY SR DESTEFANIS, AND HMG HAS THEREFORE CONCLUDED THAT VISIT SHOULD NOT BE AUTHORISED. DESTEFANIS HAS ANNOUNCED HE STILL INTENDS TO GO AHEAD (WITH JOURNALISTS INCLUDING BRITISH AND TV CAMERAS ON BOARD), AND EXPECTS TO SAIL IN VESSEL LAGO LACAR ON 30 APRIL. HE SAYS HE WILL STOP IF CHALLENGED BY BRITISH FORCES, HOLD RELIGIOUS SERVICE AT SEA AND THEN RETURN TO ARGENTINA. HOWEVER, POSSIBILITY REMAINS THAT HE MAY REFUSE TO STOP. MINISTERS HAVE REVIEWED THESE DEVELOPMENTS AND THE FOLLOWING GUIDANCE, WHICH SUPERSEDES THE REFERENCE, EMBODIES THEIR DECISIONS.

2. MINISTERS HAVE MADE IT CLEAR THAT DESTEFANIS AND HIS GROUP WILL NOT BE ALLOWED THE ACCESS TO THE FALKLAND ISLANDS WHICH HE SEEKS. APPROPRIATE DIPLOMATIC MEASURES ARE IN HAND TO BRING PRESSURE ON DESTEFANIS NOT TO SAIL AND TO EXPLAIN BRITISH POSITION. A FURTHER GOVERNMENT STATEMENT WILL EMPHASIZE THAT HMG OFFERED TO ALLOW A NEXT OF KIN VISIT UNDER REASONABLE CONDITIONS BUT THIS OFFER WAS IGNORED. A VISIT MIGHT STILL

BE PERMITTED IN THE FUTURE IF UNDER DIFFERENT AND ACCEPTABLE ORGANIZATION. THEREFORE, IF LAGO LACAR ENTERS FIPZ IT DOES SO WITHOUT NECESSARY AUTHORITY FROM HMG AND IS TO BE TREATED ACCORDINGLY. MINISTERS REQUIRE US TO MAKE A DETERMINED EFFORT TO PERSUADE DESTEFANIS TO TURN BACK IF POSSIBLE AT THE EDGE OF FIPZ. HOWEVER, THEY DO NOT SANCTION USE OF ANY FORCE, OTHER THAN IN SELF-DEFENCE, WHILE HIS VESSEL IS UNDERWAY. IF HE THEN STOPS, HOLDS PROPOSED RELIGIOUS SERVICE AND DEPARTS, AS HE MAY WELL DO, NO FURTHER ACTION IS NECESSARY. IF, ON OTHER HAND, HE INSISTS ON PROCEEDING TOWARDS THE ISLANDS, HE IS TO BE CHALLENGED AGAIN. IF HE STILL PERSISTS, HIS SHIP IS TO BE ESCORTED TO ANCHORAGE, PREFERABLY ONE OF YOUR CHOOSING BUT NOT IN CHOISEUL SOUND. THEREAFTER, THE AIM SHOULD BE, WITHOUT PUTTING LIVES AT RISK, TO PREVENT THE OCCUPANTS FROM LANDING. MINISTERS WISH TO REVIEW THE SITUATION URGENTLY AS SOON AS THE SHIP IS INTERCEPTED.

3. OUR CONCERN ABOUT MOTIVES BEHIND THIS EXPEDITION REMAIN AS EXPRESSED IN PARA 2 OF REFERENCE. YOU HAVE ALL RELEVANT INTELLIGENCE REPORTS, BUT FOLLOWING LONDON ASSESSMENTS MIGHT BE HELPFUL:

A. LAGO LACAR. SHIP IS OWNED AND OPERATED BY STATE CONTROLLED SHIPPING LINE ELMA. BOTH LINE AND SHIP HAVE CLEAR LINKS WITH ARGENTINE NAVY. NORMAL CREW COMPLEMENT IS ABOUT 45 AND PASSENGER ACCOMMODATION TAKES 12. WE BELIEVE SHIP IS BEING MODIFIED, POSSIBLY TO INCREASE PASSENGER SPACE. REGISTERED TONNAGE IS 8500

(10500 DEADWEIGHT). LENGTH 155 METRES, BEAM 20 METRES, MAX DRAFT THOUGHT TO BE 8 POINT 2 METRES WHEN FULLY LADEN AND PERHAPS 5 TO 6 METRES WHEN UNLADEN. NORMAL SERVICE SPEED IS 17 KNOTS. CALL SIGN IS LIMA GOLF QUEBEC CHARLIE.

B. NUMBERS. DESTEFANIS IS CURRENTLY SAYING THAT LAGO LACAR WILL BE CARRYING 50 CREW, 50 NEXT OF KIN AND 6 JOURNALISTS (2 ARGENTINE, 1 BRITISH, 1 US, 1 FRENCH AND 1 LATIN AMERICAN).

C. ARGENTINE MILITARY THREAT. AS WE BOTH KNOW, ARGENTINA HAS TECHINCAL CAPABILITY FIRSTLY TO MOUNT SUBMARINE, SURFACE SHIP OR AIR (INCLUDING EXOCET) ATTACKS AGAINST OUR SHIPS. HOWEVER, WE CONSIDER IT UNLIKELY THAT SURFACE SHIPS WOULD CHANCE EXPOSURE TO OUR SSN. SECONDLY, ARGENTINES COULD ENGAGE OUR UNPROTECTED AIRCRAFT, MOST OBVIOUSLY MR HERCULES. WE HAVE SEEN NO DEPLOYMENTS NOR OTHER EVIDENCE TO SUGGEST EITHER OPTION IS BEING PURSUED, BUT WILL KEEP YOU APPRISED OF OUR ASSESSMENT OF FUTURE DEVELOPMENTS.

4. FROM THESE PRINCIPLES, THE FOLLOWING PROCEDURES ARE DERIVED FOR YOUR GUIDANCE. THE INTENTION IS TO PROVIDE YOU WITH MAXIMUM FLEXIBILITY CONSISTENT WITH MINISTERIAL INTENTIONS, AND TO GIVE YOU CLEAR AUTHORITY FOR WHAT YOU HAVE TO DO.

A. SURVEILLANCE. ACTUAL TIME OF DEPARTURE OF DESTIFANIS VESSEL FROM BUENOS AIRES IS EXPECTED TO BE KNOWN AFTER ONLY A FEW HOURS. MINIMUM PASSAGE TIME TO NORTH EDGE OF FIPZ WOULD BE 55-65 HOURS. HOWEVER, WE MUST RECOGNISE THAT VESSEL MIGHT DIVERT FROM DIRECT TRACK, EG TO VISIT SITE OF BELGRANO SINKING, OR REMAIN WITHIN 12 MILES OF ARGENTINE COAST UNTIL IN EASY RANGE OF FALKLAND ISLANDS. PROBLEMS GENERATED BY UNCERTAINTY OF APPROACH DIRECTION, BY NIGHT OR BY POOR WEATHER ARE WELL UNDERSTOOD. NEVERTHELESS, CURRENT PUBLIC ATTENTION DICTATES THAT INITIAL CONTACT WITH DESTEFANIS SHOULD TAKE PLACE, IF POSSIBLE, AT EDGE OF FIPZ. THIS GENERATES NEED TO PICK UP AND TRACK HIS VESSEL AS FAR OUT AS POSSIBLE. AS YOU KNOW MODUK NAVY ARE INSTRUCTING CINCFLEET AND CTF 311 TO INTERCEPT AND TRAIL VESSEL BY SSN. YOU SHOULD ALSO MOUNT SURVEILLANCE OPERATIONS BY HERCULES AND WITHIN THE FIPZ BY DD/FF TO GIVE BEST CHANCE OF DETECTING ARRIVAL OF DESTEFANIS. YOU WILL

NO DOUBT PROVIDE FIGHTER ESCORT/CAP AS APPROPRIATE.
HERCULES SHOULD KEEP AT LEAST 100 NAUTICAL MILES FROM
ARGENTINE COAST.

B. INITIAL CONTACT. AT EARLIEST OPPORTUNITY AFTER
LAGO LACAR ENTERS FIPZ YOU SHOULD ATTEMPT TO INTERCEPT
IT. HELICOPTER IS PREFERRED VEHICLE FOR INITIAL CONTACT
BOTH IN TERMS OF RISK AND AS LEAST QUOTE HARASSING
UNQUOTE DISPLAY OF BRITISH PRESENCE. MASTER OF VESSEL
IS TO BE ASKED HIS BUSINESS, TOLD THAT HE HAS ENTERED
THE FALKLAND ISLAND PROTECTION ZONE WITHOUT THE NECESSARY
AUTHORITY, AND REQUESTED TO LEAVE FORTHWITH. IF HE
IGNORES THIS REQUEST HE IS TO BE TOLD THAT HIS PRESENCE
WILL BE REPORTED TO FALKLAND ISLANDS GOVERNMENT AND
HMG, AND APPROPRIATE ACTION IS LIABLE TO BE TAKEN.
ON NO ACCOUNT IS ANY THREAT OF FORCE TO BE OFFERED.
LAGO LACAR IS UNIQUE EXCEPTION TO YOUR RULES OF ENGAGEMENT.
ANY OTHER ARGENTINE SHIP OR AIRCRAFT ENTERING THE FIPZ
IS TO BE HANDLED WITHIN CURRENT RULES IN THE NORMAL
WAY. AN INITIAL CONTACT REPORT ON THE LAGO LACAR IS TO
BE MADE BY FLASH SIGNAL TO MOD.

C. FURTHER SURVEILLANCE. IF DESTEFANIS STOPS FOR A
RELIGIOUS SERVICE YOU SHOULD NOT INTERFERE PROVIDED
THAT HE SUBSEQUENTLY DEPARTS. IN THESE CIRCUMSTANCES
OR IF HE LEAVES IMMEDIATELY AS REQUESTED, YOU SHOULD
MAINTAIN CONTINUOUS OVERT BUT DISCREET SURVEILLANCE OF
HIS SHIP UNTIL WELL CLEAR OF FIPZ.

D. SECOND CHALLENGE. IF THE LAGO LACAR CONTINUES TOWARDS THE ISLANDS, IT IS TO BE MET BY TWO DD/FF ESCORTS AS FAR FORWARD AS YOU JUDGE TO BE REASONABLE IN THE CIRCUMSTANCES OF THE DAY, BEARING IN MIND THE EXOCET THREAT AND THE NEED TO FORCE ANY ATTACKING AIRCRAFT TO DO SO FROM WITHIN THE FIPZ. A DETERMINED EFFORT IS TO BE MADE TO PERSUADE VESSEL TO TURN BACK. THE MASTER IS AGAIN TO BE TOLD THAT HE HAS ENTERED THE FALKLAND ISLANDS PROTECTION ZONE WITHOUT AUTHORITY OF HMG AND IS TO BE REQUESTED TO LEAVE. AGAIN, THREAT OF FORCE SHOULD NOT BE OFFERED, NOR, IF PERSUASION IS ATTEMPTED BY MANOEUVRING, IS COLLISION TO BE RISKED. IF HE THEN STATES INTENTION OF HOLDING RELIGIOUS SERVICE HE IS TO BE PERMITTED TO DO SO AND THEN TOLD TO DEPART. IF BY WORDS OR ACTIONS HE SHOWS HE IS DETERMINED TO PROCEED TO THE ISLANDS, HE IS TO BE TOLD YOU INTEND TO TAKE HIM TO AN ANCHORAGE AND HE IS TO COMPLY WITH YOUR INSTRUCTIONS. DD/FF SHOULD, BY ESCORTING CLOSELY, TRY TO PERSUADE HIM TO MOVE TO THE SELECTED ANCHORAGE. THIS SHOULD BE SAFE BUT OPEN WATER, AWAY FROM SIGNIFICANT ISLAND SETTLEMENTS OR MILITARY INSTALLATIONS AND WITH DIFFICULT LANDING CONDITIONS. PREFERENCE HERE IS FOR BERKELEY SOUND BUT CHOICE IS ENTIRELY YOURS IN LIGHT OF CIRCUMSTANCES. IF HE WILL NOT COMPLY, DD/FF ARE TO ESCORT HIM UNTIL HE EITHER LEAVES VICINITY OF ISLANDS OR ANCHORS. YOU SHOULD TRY TO DISCOURAGE HIM FROM ENTERING CHOISEUL SOUND, AND IF IT APPEARS HE MIGHT BE HEADING FOR PORT STANLEY YOU SHOULD ARRANGE TO BLOCK THE ENTRANCE TO THE HARBOUR.

E. AT ANCHORAGE THE AIM SHOULD BE, WITHOUT PUTTING LIVES AT RISK, TO PREVENT SENOR DESTEFANIS OR MEMBERS OF HIS GROUP FROM LANDING. MASTER IS TO BE INSTRUCTED THAT NO-ONE IS TO LEAVE SHIP AND ANY WHO ATTEMPT TO LAND WILL BE LIABLE TO BE ARRESTED. NO ATTEMPT IS TO BE MADE TO BOARD THE SHIP. IF THEY MAKE PREPARATIONS TO GO ASHORE YOU SHOULD TRY TO DETER THEM FROM BOARDING THEIR BOATS OR TO TURN BACK ANY BOATS WHICH DO LEAVE. MINISTERS WILL WISH TO REVIEW THE SITUATION AT THIS POINT.

F. HOWEVER, IN THE EVENT THAT YOU ARE UNABLE TO PREVENT ANY LANDING WITHOUT RISK OF LOSS OF LIFE BEFORE RECEIVING FURTHER MINISTERIAL INSTRUCTIONS YOU ARE TO PROCEED AS FOLLOWS. ANY LANDING SHOULD, IF POSSIBLE, BE MET IN THE FIRST PLACE BY FIG IMMIGRATION OFFICIAL WHO WILL TELL VISITORS THEY MUST RETURN TO THEIR SHIP. YOU SHOULD TAKE INTO CUSTODY ANY WHO REFUSE TO LEAVE, AND REMOVE THEM TO A PLACE OF DETENTION UNTIL YOU RECEIVE FURTHER INSTRUCTIONS. ALTHOUGH FIG OFFICIAL IS FOR LEGAL AND PRESENTATIONAL REASONS THE PRIMARY POINT OF CONTACT, YOU ARE RESPONSIBLE FOR CONTROL OF THE SCENE AND FOR THE SAFETY OF MILITARY PERSONNEL AND ISLANDERS, AND YOU ARE AUTHORISE TO TAKE ANY ACTION YOU JUDGE NECESSARY TO THESE ENDS USING MINIMUM FORCE. THE POSSIBILITY IS RECOGNISED HERE THAT INJURIES COULD OCCUR.

G. DEPARTURE. IF THE LAGO LACAR DEPARTS, IT IS TO BE ESCORTED AWAY FROM ISLANDS AND THEN KEPT UNDER SURVEILLANCE UNTIL WELL CLEAR OF FIPZ.

5. PRESS. MEDIA REPRESENTATIVES ON ISLANDS (UK AND OTHERS) SHOULD BE GIVEN MAXIMUM OPPORTUNITY, WITHIN LIMITS OF YOUR RESOURCES, TO COVER EVENTS. SPECIFICALLY YOU ARE AUTHORIZED TO EMBARK THOSE WHO REQUEST IT ON ESCORT DD/FF. HOWEVER, NO INTERVIEWS ARE TO BE ALLOWED WITH ANYONE WHO LANDS ILLEGALLY FROM LAGO LACAR.