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TO AMEMBASSY BUENOS AIRES NIACT IMMEDIATE 7031-2  
INFO WHITE HOUSE IMMEDIATE 3388

~~C O N F I D E N T I A L~~ SECTION 01 OF 02 STATE 012183/01

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E.O. 11652:GDS - 1/15/86 (THE SECRETARY)  
TAGS: EAGR, EEWT, UR, AR

SUBJECT: GOA COOPERATION WITH WEST ON USSR GRAIN SALES

REF: STATE 8135

1. C - ENTIRE TEXT.

2. AMBASSADOR SHOULD APPROACH PRESIDENT VIDELA OR OTHER HIGH LEVEL OFFICIALS OF THE PRESIDENCY AND THE MILITARY JUNTA ON AN URGENT BASIS AND URGE ARGENTINE COOPERATION WITH THE USG AND THE OTHER WESTERN ALLIES IN RESTRICTING SALES OF AGRICULTURAL COMMODITIES TO THE SOVIET UNION. IN THESE MEETINGS, AMBASSADOR SHOULD DRAW UPON THE FOLLOWING POINTS:

-- MY GOVERNMENT HAS NOTED THE ARGENTINE GOVERNMENT'S POSITION ON THE GRAINS SALES RESTRICTIONS. I HAVE BEEN INSTRUCTED TO URGE THAT THE ARGENTINE GOVERNMENT GIVE FURTHER CONSIDERATION TO ITS POSITION ON THIS ISSUE:

-- AS YOU KNOW, WE ARE NOT ASKING THAT ARGENTINA RENEGE ON EXISTING CONTRACTS. WE ARE ASKING THAT ARGENTINA NOT REPLACE DIRECTLY OR INDIRECTLY THOSE COMMODITIES WHICH WE ARE DENYING TO THE SOVIETS. WE ARE CONCERNED OVER THE POSSIBILITY OF SUCH ADDITIONAL SALES TO THE SOVIET UNION THROUGH PRIVATE CHANNELS. WE APPRECIATE,

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OF COURSE, THE ARGENTINE GOVERNMENT'S COMMITMENT NOT TO ENCOURAGE SUCH SALES.

-- ARGENTINA'S WILLINGNESS TO COOPERATE WITH OTHER MAJOR GRAIN EXPORTERS IS CRITICAL TO SUCCESS. ALL THE OTHER MAJOR EXPORTERS HAVE AGREED TO LIMIT NEW SALES. THEY HAVE DESTINATION CONTROL MECHANISMS AND, IF NEEDED, WILL IMPROVE THESE MECHANISMS. WE HOPE ARGENTINA WILL ALSO INSTALL DESTINATION CONTROLS. POTENTIAL SUPPLIES FROM ARGENTINA WOULD SUBSTANTIALLY REDUCE THE SHORTFALL IN FEED GRAINS CREATED IN THE SOVIET UNION BY THE U.S. RESTRICTIONS.

-- AS STATED IN PRESIDENT CARTER'S LETTER, THE U.S. STRONGLY BELIEVES THAT THIS MEASURE MUST NOT BE ALLOWED TO FAIL AND THAT THE WEST MUST REMAIN UNITED.

-- THE SOVIET UNION'S BLATANT AGGRESSION IN AFGHANISTAN CHALLENGES THE RESOLVE AND UNITY OF THE WEST. SOVIET SUCCESS IN AFGHANISTAN WOULD POSE AN IMMEDIATE THREAT TO THE PEACE AND SECURITY OF THE MIDDLE EAST AND SOUTHWEST ASIA AND, THROUGH THEM, THE WORLD. IF UNOPPOSED, THIS CHALLENGE WILL FURTHER ENCOURAGE SOVIET EXPANSION AND AGGRESSION.

-- THE RESTRICTION ON GRAIN SALES IS ONE OF THE PRINCIPAL ACTIONS IN A RANGE OF MEASURES, TAKEN BY THE U.S. IN CONCERT WITH ITS ALLIES, TO DEMONSTRATE TO THE SOVIET UNION THAT ITS AGGRESSION WILL BE OPPOSED FORCEFULLY AND EFFECTIVELY, AND ENTAILS VERY CONCRETE AND SPECIFIC COSTS TO ITS ECONOMY.

-- THE MEASURE CAN SUCCEED. IT IS DESIGNED TO DENY ESSENTIAL FEED GRAIN SUPPLIES TO THE USSR'S LIVESTOCK SECTOR, AND THUS STRIKES AT A KEY ELEMENT OF THE USSR'S AGRICULTURAL PROGRAM.

-- PRESIDENT CARTER MADE THIS DECISION AND PUT IT INTO EFFECT BECAUSE OF THE GRAVE NEED FOR A PROMPT WESTERN RESPONSE TO SOVIET HOSTILITIES. HOWEVER, THE UNITED STATES HAS NO DESIRE TO DISRUPT THE WORLD'S AGRICULTURAL COMMODITIES MARKET AND IS TAKING OFFSETTING ACTIONS TO PREVENT THIS.

-- WE ARE PLEASED THAT ARGENTINA HAS AGREED TO CONTINUE TO PARTICIPATE IN THE CONSULTATIVE ARRANGEMENTS ON GRAIN EXPORTS. HOWEVER, THIS ALONE IS NOT ENOUGH.

3. IN THE COURSE OF THIS APPROACH TO THE GOA, THE AMBASSADOR

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SHOULD INDICATE OUR INTEREST IN CONSULTING ON THE GLOBAL SITUATION CREATED BY SOVIET AGGRESSION IN AFGHANISTAN. THE AMBASSADOR SHOULD STATE THAT U.S.- ARGENTINE RELATIONS ARE IMPORTANT TO US. HOWEVER, AMBASSADOR SHOULD MAKE VERY CLEAR THAT FAILURE OF ARGENTINA TO COOPERATE ON GRAIN WILL BECOME A MAJOR ISSUE BETWEEN OUR NATIONS WITH POTENTIAL FAR-REACHING EFFECTS.

4. IF PRESIDENT VIDELA IS INTERESTED, THE PRESIDENT WOULD BE GLAD TO SEND A SPECIAL HIGH LEVEL EMISSARY TO BUENOS AIRES FOR A BROAD REVIEW OF OUR RELATIONS IN THE LIGHT OF THE NEW CONDITIONS CREATED BY THE SOVIET INVASION OF AFGHANISTAN. IN SUCH A REVIEW, WE WOULD BE WILLING TO EXPLORE SUCH ISSUES AS:

-- THE SOVIET CHALLENGE AND ARGENTINA'S ROLE IN WESTERN SECURITY;  
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-- THE U.S. STANCE IN MULTILATERAL FORA WHERE THE HUMAN RIGHTS SITUATION IN ARGENTINA IS UNDER DISCUSSION:

-- POSSIBLE U.S.-ARGENTINE TECHNICAL COOPERATION IS SUCH AREAS AS AGRICULTURAL DEVELOPMENT; AND

-- POSSIBLE FORMS OF INCREASED POLITICAL CONSULTATIONS.

5. THERE MAY BE OTHER AREAS IN WHICH ARGENTINA MAY BE INTERESTED.

6. PLEASE REPORT ASAP ARGENTINE REACTION. VANCE  
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