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**MAY11 – SCSA NOTE – RATIONALISATION OF RULES OF ENGAGEMENT (cab 148/212)**

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OD(SA)(82) 46

COPY NO 16

11 May 1982

CABINET

DEFENCE AND OVERSEA POLICY COMMITTEE

SUB-COMMITTEE ON THE SOUTH ATLANTIC AND  
THE FALKLAND ISLANDS

RATIONALISATION OF RULES OF ENGAGEMENT

Note by the Secretaries

The attached paper by the Ministry of Defence is circulated for the Sub-Committee's approval. In the interests of speed it will be assumed by the Ministry of Defence to have been approved in the absence of any indications to the contrary by 2 pm on 12 May. If any member of the Sub-Committee wishes it discussed collectively, therefore, this would need to be done at the meeting at 9.30 am on 12 May.

Signed ROBERT ARMSTRONG  
R L WADE-GERY  
R L L FACER

Cabinet Office

11 May 1982

OPERATION CORPORATE: RATIONALISATION OF RULES OF ENGAGEMENTNote by the Ministry of Defence

1. In order to simplify the implementation of ROE currently in force for Operation CORPORATE, MOD proposes to rationalise existing ROE to cover two distinct operational requirements:

- a. Enforcement of the TEZ, and
- b. Operations on the High Seas outside the TEZ.

The effect of the rationalisation is summarised at Annex A.

2. The rationalisation involves the following main changes to the ROE in force:

- a. The new High Seas limits would be 5° - 60° South and 5° - 70° West, extending the scope of Operation CORPORATE ROE northwards (by 5°) and eastwards (by 15°) to include Ascension Island.
- b. To ensure survivability against guided - weapon attacks, the distance around our forces within which an Argentinian combat aircraft is deemed to have demonstrated hostile intent would be enlarged from 40 miles (25 for units not enforcing the TEZ) to 100 miles for all units.
- c. For the purpose of assessing hostile intent, submarines detected outside a limit of 200 miles from the Brazilian and Uruguayan coasts (and the Islands of Trinidad and Martin Vaz) which were assessed to be conventional would be presumed to be Argentinian (this does not currently apply north of 35°S).

d. The order to attack merchant ships and fishing vessels apparently engaged in Argentinian resupply activities would be extended to cover the whole TEZ instead of a distance of 150 miles from its centre and would include attacks by our SSNs.

Recommendations

3. OD(SA) is recommended to:
  - a. Note that the Secretary of State for Defence has authorised the rationalisation of ROE in force as indicated at Annex A; and
  - b. As part of this rationalisation, approve the proposed changes to ROE.

Ministry of Defence  
11 May 1982

Annexes:

- A. Operation CORPORATE: Effect of ROE Rationalisation (6 pages).
- B. ROE for enforcement of FALKLAND ISLANDS Total Exclusion Zone (6 pages).
- C. ROE for High Seas outside FALKLAND ISLANDS Total Exclusion Zone (5 pages).
- D. Additional ROE (2 pages).

ANNEX AOPERATION CORPORATE: EFFECT OF ROE RATIONALISATION

1. The ROE currently in force for all units engaged in Operation CORPORATE have been developed progressively in response to OD(SA)'s diplomatic and military plans. Their implementation and monitoring are liable, however, to become increasingly complex unless they are rationalised. The time is now right to rationalise the existing ROE to cover two distinct operational requirements:

- a. Enforcement of the Total Exclusion Zone (TEZ) and
- b. Military operations on the High Seas outside the TEZ.

The ROE take account of the potential need to launch attacks on targets inside the Zone from surface ships outside it.

The Total Exclusion Zone

2. The ROE currently authorised for the enforcement of the TEZ remain valid, with only two minor changes proposed to them. Both of these concern allowing attacks against merchant shipping and fishing vessels which appear to be engaged in Argentinian resupply activities. Only our surface ships and aircraft may currently make such attacks and these only in an area within 150 nm of the TEZ centre. It proposed that, to improve opportunities of intercepting blockade-runners and to remove the anomaly of an "inner zone" within the TEZ, the ROE should also apply to submarines and the area should coincide with the TEZ (200 nm).

The High Seas

3. The new limits proposed for the High Seas (between 5° and 60° South and 5° and 70° West) embrace all previous ROE areas outside the TEZ and extend the scope of Operation CORPORATE ROE North and East to include Ascension Island.

The threefold aim is:

- a. to simplify Command and Control;
- b. to enhance the security of our own forces from pre-emptive attack; and
- c. to counter possible action against prime "soft" targets such as our troopships and support ships and Ascension Island itself.

4. Within the exception of the amendment in paragraph 4b below, the proposed surface ROE to cover the new High Seas area are those already in force for the High Seas area South of 35°S. These have the following implications for areas not previously covered by them:

- a. A rule delegating authority to take the minimum necessary action to achieve the military task would replace the instructions to respond to aggression without excessive use of force currently applicable to the High Seas north of 35°S.
- b. Argentinian combat aircraft have demonstrated an ability to launch successful ASGW attacks at a range of 40 miles; it is therefore proposed to increase the distance from our forces within which a demonstration of

hostile intent will be deemed to have taken place from the present 40 miles to a distance which affords a greater opportunity for interception before an attack can be launched; this is considered to be 100 miles. (Currently 40 miles applies only to combat aircraft detected by units enforcing the TEZ, and 25 nm is the distance applicable in other cases).

- c. For the purpose of assessing hostile intent, submarines detected outside a limit of 200 nm from the Brazilian and Uruguayan coasts (and the Islands of Trinidad and Martin Vaz) which were assessed to be conventional would be presumed to be Argentinian. Instructions to this effect do not currently apply to the High Seas north of 35°S.
- d. Authority to assume an enemy attack to be the first in a series and, on this basis, to attack other threatening enemy units, would enhance security against a multiple attack throughout the CORPORATE area. It currently does not apply to the High Seas north of 35°S.
5. If OD(SA) agree the changes now proposed, the rationalised ROE for Operation CORPORATE may be summarised as follows:
- a. UK Forces Enforcing the TEZ. Applies to 200 nm circle round Falklands. Aim is to enforce the TEZ.
- (1) Surface Vessels. Minimum action to be taken necessary to achieve military task. Attack Argentinian warships, submarines and combat aircraft, presuming

conventional submarines to be Argentinian.

Additionally, attack naval auxiliaries, vessels apparently engaged in resupply, support aircraft and aircraft which cannot positively be identified if any of these categories is inside the TEZ.

Attack aircraft on ground, and airfields, in Falklands. Merchant ships and commercial aircraft within TEZ may be warned off, with resort to minimum action to achieve military task if necessary. Any unit demonstrating hostile intent (including Argentinian warships and submarines within 25 nm and Argentinian combat aircraft within 100 nm) may be attacked. One attack by an enemy unit may be assumed to be the first in a series and all threatening units may then be attacked.

(2) SSNs. All Argentinian warships or submarines may be attacked, presuming conventional submarines to be Argentinian. Argentinian Naval auxiliaries, and any vessel apparently engaged in resupply, may be attacked if they are in the TEZ.

b. UK Forces Not Enforcing the TEZ. Applies to South Atlantic between 5°S and 60°S and 5° and 70°W, excluding 12 nm from Argentine, Uruguayan and Brazilian coasts and (for submarine identification purposes) 200 nm from Uruguayan and Brazilian coasts. Aim is to ensure success of Operation CORPORATE.



(1) Surface Vessels. As (a) (1) above, but no attacks on targets in list applying to TEZ/Falklands only; conventional submarines to be presumed Argentinian only outside 200 nm of Brazilian and Uruguayan coasts; no action against merchant ships or commercial aircraft beyond normal warning procedure; attacks of units demonstrating hostile intent limited to Argentinian warships, submarines, naval auxiliaries and military aircraft (but including Argentinian warships or submarines within 25 nm and Argentinian combat aircraft within 100 nm).

(2) SSNs. All Argentinian warships or submarines may be attacked, presuming conventional submarines (outside 200 nm of Brazilian and Uruguayan coasts) to be Argentinian.

c. Additional ROE.

(1) Surveillance Aircraft. An aircraft identified as an Argentinian aircraft conducting surveillance is to be treated as a combat aircraft.

(2) Surveillance and Intelligence - Gathering Vessels - General. Argentinian vessels apparently engaged in surveillance are to be warned off and if this fails, may be fired on.

(3) Surveillance and Intelligence - Gathering Vessels - Specific. Minimum force to be used to prevent named vessels under this heading continuing their task.

(4) Air-Defence of Ascension Island. Any aircraft committing a hostile act; any Argentinian combat aircraft within 100 nm of Ascension; any Argentinian aircraft approaching Ascension and failing to respond to warnings may be destroyed.

ANNEX B

RULES OF ENGAGEMENT FOR ENFORCEMENT OF FALKLAND ISLANDS  
TOTAL EXCLUSION ZONE

1. a. Exclusion Zone Limits. A circle 200 nm radius centred on position 51° 40' South 59° 30' West, from seabed to unlimited height.
- b. Applicability. Applicable to all UK forces directly engaged in enforcement of the Total Exclusion Zone (TEZ).
2. Time Limits. On receipt until further notice.
3. Recommended Policies.

<u>POLITICAL</u>	<u>MEANING</u>	<u>EXPANSION</u>
CHARLIE	Escalate	Enforce the Total Exclusion Zone, establishing a blockade to prevent the entry or exit of Argentinian surface ships, submarines and aircraft.

MILITARY

Surface Ship and Aircraft

104 Commanding Officers and Aircraft  
 Captains may take such action as is necessary to achieve their military task, but are not to exceed it.

123                    Carry out attacks against designated  
                          targets with conventional weapons.

With Suffixes:

GOLF            All vessels positively identified  
                  as ARGENTINIAN warships and  
                  submarines (warships are to include  
                  only aircraft carrier, destroyers,  
                  frigates, covettes and armed patrol  
                  craft, MCM vessels, amphibious ships  
                  and craft).

HOTEL           All aircraft positively identified as  
                  ARGENTINIAN combat aircraft. (Combat  
                  aircraft are to include only fighter,  
                  bomber, ground attack and LRMP aircraft  
                  and armed and ASW helicopters).

JULIETT        All submarines detected which are  
                  assessed to be conventional may be  
                  presumed to be ARGENTINIAN.

And in addition: The following suffixes applicable  
                          to targets within the TEZ only.

INDIA           All vessels positively identified as  
                  ARGENTINIAN warships, submarines and naval  
                  auxiliaries (latter as designated separately).

LIMA All aircraft positively identified as ARGENTINIAN AIR FORCE or ARGENTINIAN NAVAL aircraft.

PAPA All aircraft which can be positively identified (eg by unloading on the ground or by dropping from the air stores or personnel) as carrying military supplies or military personnel.

SIERRA All aircraft on the ground in the Falkland Islands.

TANGO Runways and airport installations including airfield defences in the Falkland Islands.

UNIFORM All aircraft that cannot be positively identified because of cloud or light conditions.

VICTOR Any merchant ship or fishing vessel which appears to be engaged in resupply activities.

202 Authority is delegated to attempt  
to warn off all designated enemy units  
which constitute a threat.  
(MERCHANT SHIPS WITHIN TEZ) (COMMERCIAL AIRCRAFT WITHIN TEZ)

And Caveat: If application of Rule 202 is ineffective resort  
should be made to Rule 104.

205 Authority is delegated to attack any Non ARGENTINIAN  
ship, submarine or aircraft that units are included.  
demonstrates hostile intent.

With Suffix:

JULIETT All submarines detected which are  
assessed to be conventional may be  
presumed to be ARGENTINIAN.

And Caveat: Any Argentinian warship or  
submarine detected within  
25 miles and any Argentinian  
combat aircraft detected within  
100 miles of UK Warships, RFAs or  
Supporting Ships is deemed to be  
demonstrating hostile intent.

206 Authority is delegated to assume  
that one attack by an (enemy) unit is  
the first in a planned multiple

attack. All threatening units may be attacked in order to prevent a pre-emptive attack and ensure survivability (ARGENTINIAN).

207 For the purpose of self defence attack on one unit may be considered an attack on all other units in company.

208 Notwithstanding other Rules which may be in force the commander of a unit has the inherent right to use such force in self defence as may be necessary to protect his command and the lives of his men.

403 Maritime International Law is not to be broken unless it is necessary in order to achieve the aim.

<u>SSNs</u>	<u>MEANING</u>	<u>EXPANSION</u>
THREE	All vessels positively identified as either an ARGENTINIAN aircraft carrier, destroyer, frigate, corvette or submarine may be attacked.	
FOUR	All vessels positively identified as ARGENTINIAN warships, submarines and naval auxiliaries may be attacked.	
	and Caveat: Applicable to targets within TEZ only.	
FIVE	Any submarine detected not classified nuclear may be presumed to be ARGENTINIAN and may be attacked.	
TWELVE	After the first successful attack on a vessel continue patrol in accordance with ROE in force.	
THIRTEEN	Situation reports are to be made at discretion on all ARGENTINE units.	
FIFTEEN	Any merchant ship or fishing vessel which appears to be engaged in resupply activities may be attacked.	
	and Caveat: Applicable to targets within TEZ only.	



RULES OF ENGAGEMENT FOR OPERATION CORPORATE ON HIGH SEAS  
OUTSIDE FALKLAND ISLANDS TOTAL EXCLUSION ZONE

- 1. a. Area Limits. The South Atlantic between 5° and 60° South, and 5° and 70° West, excluding:
  - (1) 12 nm territorial waters of Argentina, Uruguay and Brazil.
  - (2) Where Suffix JULIETT or SSN ROE FIVE is in force, the 200 nm claimed territorial seas of Brazil and Uruguay.
- b. Applicability. Applicable to all UK forces not directly engaged in enforcement of the TEZ.
- 2. Time Limits. On receipt until further notice.
- 3. Recommended Policy.

<u>POLITICAL</u>	<u>MEANING</u>	<u>EXPANSION</u>
CHARLIE	Escalate	To ensure success of the mission to restore UK administration of the Falkland Islands.

MILITARYSurface Ships and Aircraft

104 Commanding Officers and Aircraft Captains may take such action as is necessary to achieve their military task, but are not to exceed it.

123 Carry out attacks against designated targets with conventional weapons.

With suffixes:

GOLF All vessels positively identified as ARGENTINIAN warships and submarines (warships are to include only aircraft carrier, destroyers, frigates, corvettes, and armed patrol craft, MCM vessels, amphibious ships and craft).

HOTEL All aircraft positively identified as ARGENTINIAN combat aircraft. (Combat aircraft are to include only fighter, bomber, ground attack and LRMP aircraft and armed and ASW helicopters).

JULIETT All submarines detected which are assessed to be conventional may be presumed to be ARGENTINIAN.

IMPLICATIONS

There is a remote possibility that a neutral submarine may come under attack.

IMPLICATIONS

With Caveat: Suffix JULIETT is automatically in abeyance within the claimed 200 nm territorial seas of Brazil and Uruguay.

Lessens risk of engaging non-ARGENTINIAN submarines.

202 Authority is delegated to attempt to warn off all designated enemy units which constitute a threat.

(MERCHANT SHIPS) (COMMERCIAL AIRCRAFT)

205 Authority is delegated to attack any ship, submarine or aircraft that demonstrates hostile intent.

With Suffixes:

INDIA All vessels positively identified as ARGENTINIAN warships, submarines and naval auxiliaries (latter as designated separately).

JULIETT All submarines detected which are assessed to be conventional may be presumed to be ARGENTINIAN.

HOTEL All aircraft positively identified as ARGENTINIAN combat aircraft.

(Combat aircraft include only fighter, bomber, ground attack and LRMP aircraft and armed and ASW helicopters).

With Caveat: Suffix JULIETT is automatically in abeyance within the claimed 200nm territorial seas of Brazil and Uruguay.

And Caveat: Any Argentinian warship or submarine detected within 25 miles and any Argentinian combat aircraft detected within 100 miles of UK Warships, RFAs or Supporting Ships is deemed to be demonstrating hostile intent.

206 Authority is delegated to assume that one attack by an enemy unit is the first in a planned multiple attack. All threatening units may be attacked in order to prevent a pre-emptive attack and ensure survivability.

(ARGENTINIAN)

207 For the purpose of self-defence, attack on one unit may be considered an attack on all other units in company.

208 Notwithstanding other Rules which may be in force the commander of a unit has the inherent right to use such force in self defence as may be necessary to protect his command and the lives of his men.

403 Maritime International Law is not to be broken unless it is necessary in order to achieve the aim.

SSNs

MEANING

THREE All vessels positively identified as either an ARGENTINIAN aircraft carrier, destroyer, frigate, corvette or submarine may be attacked.

FIVE Any submarine detected not classified nuclear may be presumed to be ARGENTINIAN and may be attacked.

IMPLICATIONS

With Caveat: ROE FIVE is automatically in abeyance within the claimed 200 nm territorial seas of Brazil and Uruguay.

Lessens danger of engaging non-ARGENTINIAN submarines, but may put SSN at risk.

TWELVE After the first successful attack on a vessel continue patrol in accordance with ROE in force.

THIRTEEN Situation reports are to be made at discretion on all ARGENTINE units.

ANNEX DADDITIONAL ROE

1. Surveillance Aircraft. It has been clearly established that both Argentine C130 Hercules and Argentine Boeing 707s are being used for surveillance purposes and in that role they pose a major threat. It has been approved that: An aircraft identified visually, or by its radar characteristics and flight path and pattern of behaviour as an Argentine aircraft conducting surveillance against UK forces is to be treated as a "Combat Aircraft" within the terms of the ROE in force.

2. Surveillance and Intelligence Gathering Vessels - General OPERATION CORPORATE - ROE against Argentinian surveillance and intelligence gathering vessels.

When an Argentine vessel is apparently engaging in surveillance of or intelligence gathering against UK forces the following action is authorised:

- a. The vessel is to be ordered to clear the area and warned that force will be used if it fails to comply.
- b. If the order and warning are ignored, minimum force, which may include the firing of warning shots, is to be used to secure the vessels withdrawal.
- c. If the vessel still fails to comply it may be fired upon and fire continued until it complies with the instructions given or sinks.

3. Surveillance and Intelligence Gathering Vessels - Specific.

Where intelligence indicates that specifically named vessels are employed in surveillance, and where these do not fall into the category of combat or auxilliary vessels, the Task Force Commander is authorised to prevent their continuing their task by the use of minimum force. At present this order applies to the fishing vessels CONSTANZA and MARIA ALEJANORA only.

4. Additional ROE for the Air Defence of Ascension Island

a. All unidentified aircraft approaching Ascension Island by day or night are to be identified by any means available including visual identification, flight plan correlation, interrogation and track behaviour.

b. Aircraft captains are to fire warning shots at any Argentine non-combat aircraft that fails to comply with international visual interception signals. (FOTI 0204 Annex C refers). Any such aircraft is to be destroyed if it satisfies all the following criteria:

- (1) Fails to comply with visual interception signal;
- (2) Ignores warning shots;
- (3) Heads for Ascension Island;
- (4) Is within 25 nm of Wideawake Airfield.