

2038/11/1

The ROE - now para 1c

CDS

has been deleted - allow

MANDARINS' MEETING

SSN's to attack outride

1. I joined CNS' debrief. He was pleased with the outcome of the meeting in which they:

the exclusion zone.

- a. agreed the paper and the Rules which would go forward to OD(SA)
- b. commissioned the ~~promulgation~~ ^{drafting} of warnings
- c. set up the authorisation to implement the package approved

2. I have attached a copy of the paper amended as per CNS' working draft at the meeting. The Cabinet Office will now issue the paper with Annex A the ROE and Annex B the Announcements. DS11 is working on Annex B, and CNS charged ACDS(Ops) and ACNS(O) with ensuring that Annex B exactly matched Annex A (the ROE).

3. The timetable is planned as follows:

- 26 April Approval of the package and Announcements made
- 29 April Authorisation of the package unless otherwise cancelled
NB latest date for cancellation - 28 April

4. Rule 5 has been authorised for CONQUEROR who is now working on SSN Rules 1, 5, and 13 (not repeat not 4).

5. Harriers have been given authority to fire across the flight path of the Boeing 707 but not to shoot it down. The Submission is being re-worked to inform Ministers that harassment (shooting across etc) has been authorised and to ask Ministers for authority to shoot down if harassment fails.

Actual in 2038/17 mtg - minutes 28 Apr

23 Apr 82

AI 28 Apr

J.B.
PSO/CDS

Colin Jennings of DS 11 has

taken this up and has written to B/S/1/J

Surface ships & a/c

are governed by the caveat to Rule 123 - Rule 4 should have a similar caveat

I will brief you on the Red. or default. How better in CDS pack.

2

See KMS' copy returned to him.
Copy sent to COSSEC. P 50

Re-6
Secretary

Issue
of SA

Ann A

Ann B

Ann C

Ann D

26

Maintain
comment in
bivc
83-23/4

DRAFT OD(SA) PAPER

RULES OF ENGAGEMENT FOR ENFORCEMENT OF FALKLAND ISLANDS
MARITIME AND AIR EXCLUSION ZONE (TEZ)

TOTAL

- 1. OD(SA) has to date approved Rules of Engagement (ROE)
 - a. ^{for}our SSNs within the Maritime Exclusion Zone (MEZ) of 200 nautical miles around the Falkland Islands which are as follows:

- (1) Any vessels positively identified inside the Exclusion Zone as being Argentine warships, submarines and naval auxiliaries may be attacked.
- (2) After the first successful attack, withdraw from scene of action and report. Having reported or, if unable to clear report after 12 hours, continue patrol.
- (3) Situation Reports are to be made at your discretion as soon as possible after any subsequent successful attacks and on all Argentine units detected.
- (4) Additionally, if attacked you are authorised to retaliate as necessary for your self defence both inside and outside the Exclusion Zone.

- b. (1) For the transit of the Task Force to the area which, for the area NORTH of 35° South has the following aim: to avoid provocation but to respond to aggression with sufficient firmness to ensure safe transit.

And the instruction that; to achieve transit you may attack any positively identified Argentine naval ship, combat aircraft or submarine which demonstrates hostile intent by coming within 25 miles of a British unit. Minimum force is to be used. All units may assist in defence of any unit which is attacked. Merchant ships may not be attacked. Maritime international law is not to be broken unless necessary in order to achieve aim.

The Task Force has

(2) Once ~~they have~~ passed 35° South the aim is to: take sufficient action to ensure transit towards United Kingdom MEZ around Falklands.

And the instruction that to achieve transit you may attack any positively identified Argentine naval ship, combat aircraft or submarine which demonstrates hostile intent by coming within 25 miles of a British unit.

All units of an Argentinian force may be attacked if one of them initiates an attack on a British unit. Merchant ships may not be attacked. Maritime international law is not to be broken unless necessary in order to achieve aim.

c. For Operation Paraquet for which the following Rules of Engagement were agreed:

(1) Transit towards South Georgia: overriding aim is to avoid provocation but respond to aggression with firmness.

Shortened and described generally summary

(i) Surface Vessels. Minimum force to be used in response to any clear intent to engage. All units may assist in defence of any unit which is attacked. Maritime International Law is not to be broken unless necessary in order to achieve aim.

(ii) SSNs. Surveillance to be covert, evading if detected. Engagement of enemy only if attacked first.

(2) Transit within Argentinian "Defence Zone" : aim is to show sufficient force to dissuade Argentinian units from enforcing their "Defence Zone".

2. The first surface vessels are due to enter the MEZ on 29 April. Thereafter a Total Exclusion Zone (TEZ) can be established and enforced. This paper assumes that such a TEZ would, *have the same geographical limits as the MEZ + would* exclude aircraft as well as ships, commercial as well as military traffic and (where necessary) non-Argentines as well as Argentines. To allow adequate time for planning its enforcement, appropriate ROEs need to be authorised by 26 April. Authorising these would not in itself commit Ministers to implementing the actual operation. But if the TEZ is to be enforced from 29 April, appropriate public announcements will need to be authorised on 26 April. Once these announcements have been made, Ministers will in effect be committed to subsequent implementation, though some very limited flexibility on the decision to implement will remain until 28 April.

AM 23

Covered by
Brief Summary
on p. 2.

(i) Surface Vessels. To achieve transit, take any necessary action against positively identified Argentinian ships, whether naval or merchant, and Argentinian combat aircraft. Non-Argentinian merchant ships should be warned off. You may attack any submarines which demonstrate hostile intent. Instructions on mutual defence and Maritime International Law as at c(1)(i) above.

(ii) SSNs. Any conventional submarine detected may be presumed to be Argentinian and may be attacked. All Argentinian warships and naval auxiliaries positively identified may be attacked.

(3) Execution of Operation.

Aim is to repossess South Georgia.

(i) Surface Vessels. Any action necessary to achieve aim may be taken against ships and aircraft positively identified as Argentinian. You may attack any submarine which demonstrates hostile intent.

(ii) SSNs. As at (2)(ii) above.

The first surface vessels are due to enter the MEZ on 29 April. To allow adequate time for planning, ROEs for their mission to enforce the Maritime and Air Exclusion Zone (MEAZ) need to be authorised by 26 April.

Total Exclusion Zone.

2. The ^{TEZ}MEAZ has both diplomatic and military objectives. In diplomatic terms, it would demonstrate our resolve with the use of a minimum force while negotiations offer prospects of a peaceful resolution. Successful enforcement of the ^{TEZ}MEAZ therefore could provide negotiating leverage while retaining a degree of international support for the UK's position. The ^{TEZ}MEAZ should also provide a longer-term opportunity to weaken the morale and fighting capability of the Argentine garrison on the Falklands by denying them food and supplies. If the Argentines were unable or unwilling to break this blockade, internal pressure on their Government to negotiate a solution could mount.

3. In order to achieve these objectives, action will need to be taken to neutralise Port Stanley airfield and to prevent all aircraft, as well as all ships, from providing supplies to the Argentine garrison. This would involve authorising the ROEs set out at Annex, which may be summarised as follows:

Enforcement of Maritime and Air Exclusion Zone

Aim is to establish a blockade to prevent entry or exit of Argentinian surface ships, submarines and aircraft (including helicopters). Attacks should only be carried out against targets within the Zone. These include all positively identified Argentinian naval ships, combat aircraft and submarines, all aircraft positively identified as carrying military supplies or personnel, all aircraft on the Falkland Islands, and all aircraft which cannot be positively identified at night or in poor visibility. In addition, the Port Stanley runway and airfield installations can be attacked. Minimum force is to be used. If possible merchant ships are to be warned

off as are commercial aircraft not identified as carrying military supplies or personnel, ^{although they may be attacked in the last resort if the} In other ^{warnings are} respects, the instructions in force for all units ^{implied.} South of 35° South will apply, with an extra provision that any Argentinian combat aircraft within 40 miles of a UK unit is deemed to be demonstrating hostile intent. This is necessary as the force comes within range of Super Etendard aircraft carrying the Exocet missile.

5. A. The geographical scope of the proposed ROE is wider than the ~~MEZ~~ ^{TEZ} itself in order to allow attacks on targets within the Zone to be launched from outside it. Attacks against any aircraft which cannot be positively identified at night or in poor visibility are included because of the ~~HARRIERS~~' probable inability to identify aircraft in such conditions. The Argentinians would be likely to exploit this shortcoming if they appeared able to do so with relative impunity.

6. It will take some time to establish an effective Exclusion Zone, particularly in the air, where the HARRIERS' first duty will be to protect the Task Force. The objective would be to establish local mastery and then gradually to extend control to a wider area.

7. The Government will need to notify the International Civil Aviation Organisation in advance of the intention to implement ^a ~~an~~ ^{Total} Air Exclusion Zone ^(including air) and to close Port Stanley airfield. It will also be necessary to expand the earlier announcement of a MEZ, as recommended in OD(SA) to include Argentine merchant ships and other merchant shipping carrying supplies to the Falkland Islands. Draft announcements are attached at Annex B.

8
7. Ministers' approval is therefore sought for the ~~promulgation~~
~~of~~ ROE at Annex ^A to enforce a ~~sea/air~~ ^{Total} Exclusion Zone and for the ~~terms~~
~~of the Announcements at Annex B.~~ ^{These approvals are}
~~promulgation of Announcements.~~ ^{This approval is} required on
26 April if the Task Force is to be in a position to enforce the
Zone on its arrival on 29 April. [The final decision to enforce the
Zone, and the particular rules which will apply will need to be
taken by 28 April.]

RULES OF ENGAGEMENT FOR ENFORCEMENT OF
FALKLAND ISLANDS MARITIME AND AIR EXCLUSION ZONE

~~TOTAL~~

1. a. Exclusion Zone Limits. A circle 200 nm radius centred on position 51° 40' South 59° 30' West and from seabed to unlimited height.

b. ROE Area Limits and Applicability. Applicable to all UK forces directly engaged in enforcement of the Exclusion Zone, ~~in the South Atlantic South of 35° South and West of 20° West excluding:~~

(1) Brazilian and Uruguayan claimed territorial seas of 200nm.

(2) Areas South of 60°S.

~~c. SSN ROE applicable only within the Exclusion Zone.~~

2. Time Limits. When ordered until further notice.

(UK forces south of 35°S and not directly engaged in enforcement of the Exclusion Zone continue to be governed by Operation CORPORATE High Seas Serial 2/82.) *Paragraft force as correct separate*

3. Recommended Policies.

POLITICAL

MEANING

EXPANSION

CHARLIE

Escalate

~~TOTAL~~
Enforce the ~~Maritime and Air~~ Exclusion Zone, establishing a blockade to prevent the entry or exit of Argentinian surface ships, submarines and aircraft.

ANNEX A TO
ATTACHMENT TO
COS(Misc) 148/742/1
(Continued)

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.
Caveat: Applicable to targets within Exclusion Zone only.

With suffixes

INDIA	All vessels positively identified as ARGENTINIAN warships, submarines and naval auxiliaries (latter as designated separately).	Night and low visibility ^{identification and} attacks will be seriously hampered.
JULIETT	All submarines detected which are assessed to be conventional may be presumed to be ARGENTINIAN.	
LIMA	All aircraft positively identified as ARGENTINIAN AIR FORCE or ARGENTINIAN NAVAL aircraft.	Visual identification at night or in cloud would not normally be possible.

ANNEX A TO
ATTACHMENT TO
COS(Misc)148/742/1
(Continued)

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.

Non ARGENTINIAN aircraft may, if assisting the ARGENTINES, be attacked.

Visual identification at night or in cloud would normally be possible.

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.

202

Authority is delegated to attempt to warn off all Merchant Ships and Commercial Aircraft Within Ex^Sclusion Zone which constitute a threat.

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

~~COS S18(4)~~

~~ANNEX A TO
ATTACHMENT TO
COS(Misc) 148/742/1
(Continued)~~

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.

There are unlikely
to be non ARGENTINE
conventional submarines
in the area but only
NIMRODS and JEZEBEL
fitted SEA KINGS will
be able to confirm
whether submarine is
conventional or nuclear.

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

ANNEX A TO
ATTACHMENT TO
COS(Misc) 148/742/1
(Continued)

206

Authority is delegated to assume that one attack by an ~~enemy~~ ^{Argentinian} 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.

ANNEX A TO
 ATTACHMENT TO
 COS(Misc) 148/742/1
 (Concluded)

<u>SSNs</u>	<u>MEANING</u>	<u>EXPANSION</u>
FOUR	All vessels positively identified as ARGENTINIAN warships, submarines and naval auxiliaries may be attacked.	Night/poor visibility attacks very unlikely.
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.	

Folio No.
35

88/82

2038/1/1

MANDARINS' MEETING AT 1030
ON FRIDAY 23 APR 82

RELEVANT PAPERS

1. The following are enclosed:

- | | |
|--|---------------|
| Major Decisions Required - Summary | <u>FLAG B</u> |
| Major Decisions Required - Critical Path Analysis | <u>FLAG C</u> |
| Op CORPORATE - Maritime ROE State 230600A | <u>FLAG D</u> |
| - ROE for Enforcement of Maritime and Air Exclusion Zone | <u>FLAG E</u> |
| - ROE Against Surveillance Aircraft | <u>FLAG F</u> |
| - ROE High Seas | <u>FLAG G</u> |
| Op SUTTON - CINCFLEET Outline Plan | <u>FLAG H</u> |
| Presentation to OD(SA) - 22 Apr 82 | <u>FLAG I</u> |

AGENDA

2. The following are to be considered:
- a. ROE for Enforcement of Maritime and Air Exclusion Zones (FLAG E).
 - b. ROE Boeing 707 Type (FLAG F).
3. You may wish to raise:
- a. The latest situation in South Georgia.
 - b. Meeting with Ministers at Chequers on Sunday.

Brief Prepared by: SCDS
Dated: 23 Apr 82

(Wg Cdr W McC Rae)

Flag B - ^{with id} FC 352
 Flag C - FC 352
 Flag D - FC 388
 Flag E - COS(Misc) 148/742/1
 Flag F - ROE ag. SA.
 Flag G - COS(Misc) 152/742/1
 Flag H - OP SUTTON
 Flag I - COS(Misc) 151/74/1