



**Ministry  
of Defence**

**JSP 898  
Defence Direction and Guidance on Training,  
Education and Skills**

**Part 2: Guidance**

# Foreword

This Part 2 of JSP 898 provides guidance in accordance with the policy set out in Part 1; the guidance is sponsored by the Defence Authority for People. It provides policy-compliant business practices which should be considered best practice in the absence of any contradicting instruction. However, nothing in this document should discourage the application of sheer common sense.

# Preface

## How to use this JSP

1. JSP 898 is intended as a collection of individual, stand-alone policies that provide direction for the delivery of training, education and skills across Defence. It is designed to be used by staff responsible for training, education and skills. This JSP contains the policy and direction on training, education and skills, and guidance on the processes involved and best practice to apply a coherent, efficient and effective approach to this critical Defence output: the training, education and skills of our people. This JSP will be reviewed at least annually.
2. The JSP is structured in two parts:
  - a. Part 1 - Directive, which provides the direction that must be followed in accordance with Statute, or Policy mandated by Defence or on Defence by Central Government.
  - b. Part 2 - Guidance, which provides the guidance and best practice that will assist the user to comply with the Directive(s) detailed in Part 1.

## Coherence with other Defence Authority Policy and Guidance

3. Where applicable, this document contains links to other relevant JSPs, some of which may be published by different Defence Authorities. Where particular dependencies exist, these other Defence Authorities have been consulted in the formulation of the policy and guidance detailed in this publication.

Related JSPs	Title
JSP 368	The MOD Guide to Repayment
JSP 375	MOD Health and Safety Handbook
JSP 381	Aide-Memoire on the Law of Armed Conflict
JSP 383	Joint Service Manual on the Law of Armed Conflict
JSP 398	United Kingdom Manual of National Rules of Engagement
JSP 419	Joint Service Adventurous Training (JSAT) Scheme
JSP 440	Defence Manual of Security
JSP 456	The Defence Catering Manual
JSP 462	Financial Management Policy Manual
JSP 534	Tri-Service Resettlement Manual
JSP 541	MOD Information Security and Computer Network Defence
JSP 567	Contractor Support to Operations (CSO)
JSP 740	Acceptable Use Policy for Users of MOD IT and Telecoms
JSP 747	Information Policy
JSP 752	Tri-Service Regulations for Allowances
JSP 763	The MOD Bullying and Harassment Complaints Procedures
JSP 765	Armed Forces Compensation Scheme (AFCS)
JSP 770	Tri-Service Operational and Non Operations Welfare Policy
JSP 822	Governance and Management of Defence Individual Training and Education
JSP 830	Manual of Service Law (MSL)
JSP 831	Redress of Individual Grievance: Service Complaints
JSP 835	Alcohol and Substance Misuse and Testing
JSP 887	Defence Strategy and Social Conduct Code to Meet Public Sector Equality Duties
JSP 893	Policy on Safeguarding Vulnerable Groups
JSP 896	The Defence Logistics Training and Education Handbook
JSP 950	Medical Policy

## Training

4. There is no specific training requirement to make use of the contents of this JSP, however, it is expected that staff will have received formal staff training and therefore the JSP has been written with a staff trained audience in mind.

## Further Advice and Feedback- Contacts

5. The owner of this JSP is TESRR, CDP, MOD. For further information on any aspect of this guide, or questions not answered within the subsequent sections, or to provide feedback on the content, contact:

Job Title/E-mail	Project focus	Phone
SO1 Policy (People-TESRR-Policy SO1)	Training, Education, Skills	96 21 87224
SO2 Policy (People-TESRR-Policy SO2)	Training, Education, Skills	96 21 70492

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# 1 Defence Guidance for Commanders of Training Establishments

## 1.1 Commanders<sup>1</sup> Managing the Training Environment

Policy Sponsor: TESRR, CDP<sup>2</sup>

Defence training has to transform civilians into professional Service People (SP), capable of operating in the harshest of global environments and pressured situations. It must be appropriately delivered and progressively challenging in a way that successfully balances the difficulty, pressure and complexity, with the ability of the SP to assimilate the required level of knowledge and develop the right skills, attitude, and behaviour. To support this, there are 3 key training-focused outcomes:

- Optimised training environment.
- Minimised risk, whilst delivering realistic, robust and operationally focused training.
- Maximised support to SP (recruits, trainees and trainers).

For commanders involved in the delivery of Initial training (Phases 1 and 2) setting, monitoring and assuring the 3 training-focused outcomes are particularly important. These principles are relevant to all Individual training establishments.<sup>3</sup>

This JSP details how recruits (in Phase 1 training) and trainees (those undertaking Phase 2 training, but with relevance to Phase 3 training as well) are to be cared for, developed, trained and managed from recruit and preliminary trade training to career courses and operational deployment. For the majority of new recruits, Initial training is part of their formative development, as they transition from civilian entrant to SP. It is vital therefore, that the training environment delivers training that is conducted in the most efficient, appropriate and supportive manner possible.

### Scope

1. Defence has a formal obligation<sup>4</sup> to implement the Continuous Improvement (CI) agenda during Initial training. It is delivered by a regime of self-assessment which engenders an enduring and adaptive culture. A proactive CI approach underpins how Defence trains and educates SP so that they can take confidence in their training and themselves. It is a Command Function and this JSP ensures commanders implement an effective CI culture in their establishments. The Commander must personally own the CI agenda and drive improvements to deliver capable SP. Although everyone in the Chain of Command has a responsibility for supervisory care and CI, ownership should be retained at the highest level. Where an establishment has responsibility for more than one unit there should be coordinated activity and mechanisms across the establishment not independent unit activity.<sup>5</sup>

2. Commanders of Individual training establishments have some responsibilities and obligations that are different from those of non-training commands. Individual, and particularly Initial training is delivered in an increasingly demanding environment that has attracted much public attention over

<sup>1</sup> 'Commanders' covers those commanding / in-charge of any form of training organisation (including Training or Education Establishments, Defence Colleges, Training Schools and Training Units).

<sup>2</sup> Training Education, Skills, Recruitment and Resettlement, part of Chief of Defence People, 6<sup>th</sup> Floor, MOD Main Building.

<sup>3</sup> For the purpose of this document an 'establishment' is a site made up of more than one training unit.

<sup>4</sup> This commitment was originally made with the Adult Learning Inspectorate and was reiterated in the Memorandum of Understanding recently signed with Ofsted by Min AF.

<sup>5</sup> For example at RAF Cosford the Supervisory Care Directive (SCD) emanates from the Commandant and provides clear and overarching direction to the 4 separate training units based there.

the last decade. Reports such as DHALI/B<sup>6</sup> revealed not only how things can go wrong in training but also how challenging they can be to correct if allowed to develop uncontrolled. The findings of those reports have resulted collectively in extensive remedial action and a substantial injection of resources. There is now much closer scrutiny of the conduct of Individual and particularly Initial training, including external inspection of training establishments by the Office for Standards in Education (Ofsted).<sup>7</sup>

3. Prior to assuming command, designate commanders of all training establishments, units and groups are required to attend the mandatory 'Defence Course for Commanding Officers of Training Establishments' at the Defence College of Training Support (DCTS).<sup>8</sup>

## Aims

4. The aim of this guidance is to provide commanders responsible for the delivery of Initial (and Individual) training with details of the operating context and their specific responsibilities and obligations concerning the conduct of the training. Particularly it serves to:

- a. Promulgate direction regarding Initial and Individual training.
- b. Provide command level guidance, including supervisory care and CI.
- c. Outline the focus of Defence assurance activities, including external assurance.

## Governance of Initial training

5. The conduct of Initial training in Defence is governed by a range of single Service (sS) and Defence direction. TESRR periodically reviews and updates Defence level direction and guidance for Training, Education and Skills, in conjunction with the sS and on behalf of CDP, the Defence Authority. These reviews aim to provide the correct, current implementation at establishment and unit level. This guidance is therefore designed to compliment and expand upon the Defence direction for Training and Education (specific to Initial (Ph1 and 2) Training), detailed elsewhere in this JSP. TESRR staff can provide Guidance to Commanders on policy implementation and interpretation. Commanders should approach their Service Commands (SCs) regarding internal assurance queries. External assurance is carried out by Ofsted.

## Assurance of Individual training

6. Phase 1 and 2 training establishments are subject to a range of assurance activities, comprising Evaluation, Inspection and Audit by 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> Party agents.<sup>9</sup> There are 3 aspects of training that are subject to assurance: the Training Curricula, the Training Environment and the Learning Experience. Each dimension is subject to scrutiny by various training agents, and although each has a different focus, there is some overlap.<sup>10</sup>

- a. **Training Curricula: the 'What'.** Training curricula concern what is taught and the detailed management of training delivery within courses. They are the responsibility of the relevant Training Requirements Authorities (TRAs) and are audited by sS training assurance staffs, both deliverers (1<sup>st</sup> Party) and customers (2<sup>nd</sup> Party), using the Defence Systems Approach to Training Quality Standard (DSAT (QS)).<sup>11</sup>

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<sup>6</sup> The programme of work instigated to address Duty of Care criticisms in the reports by the Directorate of Operational Capability, the House of Commons Defence Committee, the Adult Learning Inspectorate and Mr Nicholas Blake QC, collectively known as DHALI/B.  
<sup>7</sup> [www.ofsted.gov.uk](http://www.ofsted.gov.uk)

<sup>8</sup> Many of the issues addressed in this JSP and JSP 822: Governance and Management of Defence Individual Training and Education, are explained and discussed on this course.

<sup>9</sup> The Defence Direction governing the Assurance of Individual Training and Education is set out in JSP 822, Pt 3, Ch 3.

<sup>10</sup> This is not an issue where assurance activities are de-conflicted, which is one of the prime functions of the Individual Training and Education Assurance Working Group (ITEAWG); a biannual meeting of sS & JFC heads of assurance, chaired by TESRR.

<sup>11</sup> The detailed Direction for which is set out in JSP 822: Governance and Management of Defence Individual Training and Education.

b. **The Training Environment: the 'Where'.** The Training Environment concerns all aspects of how recruits and trainees are managed and cared for as they undertake their training. This includes the management of progress through the Initial training pipeline. The Initial Training Environment is governed by the specific Duty of Care direction, referenced within this JSP. sS inspectorates focus on the Training Environment as part of its assurance activity and Ofsted (3<sup>rd</sup> Party) assurance activities overlap into this area.

c. **The Learning Experience: the 'How'.** The Learning Experience concerns everything to do with how well recruits and trainees actually learn, how they are guided and supported through the learning experience and what they achieve. It encompasses both the quality of instruction and associated resources, and the efficacy of the various training media in relation to the subject matter, learner ability and expectations. It is a major factor in determining the extent to which training has been effective in producing capable, confident and robust SP who can function to the required standard when exposed to extreme operational conditions. Inspections, Officer Cadet/Recruit Training Surveys (RTS)<sup>12</sup> and Continuous Attitude Surveys (CAS) all provide insights into the Learning Experience and will be of command interest.

## Supervisory care

7. **Commander's Risk Assessment and Supervisory Care Directive.** Commanders should conduct a Commander's Risk Assessment (CRA) of all aspects of training conducted in their establishment or unit. This will include identifying areas of concern regarding Permanent Staff welfare, recruit and trainee welfare, and the Training Environment. The assessment will identify risks which require command action and should be built from the 'bottom up'. Permanent Staff should be involved in the risk assessment process, as they appreciate where the real risks lie. The CRA will form the basis of a set of orders presented in the form of a Supervisory Care Directive (SCD). The SCD will identify what action needs to be taken and by whom, to mitigate identified risks. The application of military judgement will be required, reflecting local circumstances and particular recruit or trainee cohorts, to produce an effective SCD. Where there are several training units located on a single site, unit risk assessments and supervisory care processes should feed into the establishment's CRA and SCD for the entire site.<sup>13</sup>

8. **Trainer induction and attendance at the Defence Train-The-Trainer (DTTTv2) course.** Commanders should seek to ensure that all trainers and support staff (military, civilian and contractor) attend the DTTTv2 prior to assuming the appointment. They must ensure effective ongoing trainer support, mentoring and development. Commanders may need to prioritise course attendance, in line with the deductions from their CRA.<sup>14</sup>

9. **Welfare provision.** The sharing of concerns over recruits and trainees among welfare practitioners and the Chain of Command should be formalised within establishments. Vulnerable or potentially vulnerable recruits and trainees should be identified as early as possible and appropriate action taken to care for their wellbeing. Commanders should ensure an effective focus for Permanent Staff welfare issues and their monitoring, including cases of Post-Traumatic Stress Disorder (PTSD). There should also be a formalised welfare fora with Terms of Reference and regular, routine meetings that are centrally co-ordinated. Welfare points of contact should be widely publicised<sup>15</sup> and recruits and trainees apprised of all avenues of complaint, including the Service Complaints Commissioner (SCC).<sup>16</sup>

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<sup>12</sup> Officer Cadet and Recruit Training Surveys – are independently analysed surveys providing commanders with up to date data on how recruits/trainees/officer cadets have dealt with their training experience and can feed directly into the CI Agenda. The feedback allows the Chain of Command to identify problems and amend delivery areas quickly, if required, to achieve maximum benefit and support for Phase 1 and 2 recruits and trainees and also address any D&I issues as they are reported.

<sup>13</sup> Detailed direction on supervisory care, the CRA and SCD can be found in the Supervisory Care of Phase 1 Recruits and Phase 2 Trainees, as well as guidance for Care of Service People Under 18; both contained within this JSP.

<sup>14</sup> The Direction governing mandatory training of trainers in Defence is at JSP 822: Governance and Management of Defence Individual Training and Education, Pt 3, Ch 4.

<sup>15</sup> The issue of a contact card for welfare needs to recruits and trainees can be very effective.

<sup>16</sup> For more information on welfare, see JSP 770: Tri-Service Operational and Non Operational Welfare Policy.



10. **Equality, Diversity and Inclusion (ED&I).** Commanders should ensure that there are sufficient trained E&D Advisors (EDAs) within their establishment or unit, co-ordinated by a central ED&I officer. Recruits and trainees should have easy access to DIAs and ED&I reporting procedures should be widely publicised.<sup>17</sup>

11. **Female focus.** The appointment of a female focus officer should be considered where relevant to provide a specific point of contact for female recruits, trainees and staff.

12. **Under 18s (U18).** Commanders should ensure that there is a robust procedure for supporting U18s.<sup>18</sup>

13. **Disclosure and Barring Service (DBS) checks.** Commanders should appoint a DBS Officer and ensure that the posts in the establishment, unit or group that require the incumbent to be DBS checked have been properly identified and are monitored. Commanders should take a regular interest in the progress of DBS checks; local priorities may need to be set (derived from the DBS) and managed accordingly.<sup>19</sup>

14. **Death or serious Injury.** Commanders should be familiar with the initial action to be taken when receiving a report of a serious incident, in particular involving death or serious injury. Adherence to Defence direction will ensure that the establishment, unit or group can deal swiftly and effectively with such incidents.<sup>20</sup>

15. **Catering, Retail and Leisure (CRL) in Initial training establishments.** Commanders should note that CRL in Initial training establishments can differ from operational units, ships or groups. Commanders should therefore ensure that CRL facilities in Initial training establishments are operating in line with JSP 456.<sup>21</sup>

## CI

15. **Obligation.** CI establishes a regime of self-assessment and peer review, which are requirements for 1<sup>st</sup> party assurance.<sup>22</sup> CI also has relevance to, and benefits for, Phase 3 training.

16. **Previous practice.** In the past, training establishments have tended to prepare for each 2<sup>nd</sup> and 3<sup>rd</sup> party assurance visit, with a largely reactive approach. This has resulted in a lack of integration of effort and continuity of effect, with establishment and unit responses and improvement plans being driven mainly by external programmes and agendas. The concept of CI helps to overcome these weaknesses.

17. **The concept.** CI is a proactive concept that comprises 2 main activities to be implemented at establishment and unit level, and amongst groups of similar training establishments:

- a. **Self-assessment.** Rigorous self-assessment is the fundamental tool by which CI is delivered. A structured and all-embracing approach should be developed and implemented with 1<sup>st</sup> party assurance activities for all Initial training establishments. The assessment criteria should be developed by the training headquarters staff structured around key questions based on the Common Inspection Framework (CIF) adapted to local need. Self-assessment should be designed to provide establishments with a coherent method to scrutinise effectively all aspects of training provision, as a routine part of their core business. It should be conducted annually, either as a discrete exercise or as a rolling process over the course of the year.

<sup>17</sup> For more information on D&I training, see Defence Direction on Diversity and Inclusion Training and Education, within this JSP.

<sup>18</sup> For more information, see Defence Direction on Care of Service People Under 18, within this JSP.

<sup>19</sup> Defence Direction for DBS is given at JSP 893: Policy on Safeguarding Vulnerable Groups.

<sup>20</sup> For more information, see DIN 2011/DIN03-035.

<sup>21</sup> JSP 456: The Defence Catering Manual, Vol 4.

<sup>22</sup> The detail of which is set out in JSP 822: Governance and Management of Defence Individual Training and Education, Pt 5, Ch 6.

b. **Peer review.** A process for effective peer review<sup>23</sup> should exist amongst groups of establishments with similar training outputs, or which comprise a formal operating group. The key benefits are increased objectivity, the spreading of fresh ideas and good practice between establishments, and improved assurance to the operating group commander.

18. **Implementation.** Self-assessment and peer review where applicable, should be embedded within 1<sup>st</sup> party assurance activities for all Initial training establishments, under Defence and sS training command arrangements.

19. **Products.** Two key products should result from the CI elements described above: a Self-Assessment Report and a Quality Improvement Plan:

a. **Self-Assessment Report (SAR).** The SAR should set out concisely what the training establishment or unit does, to whom, for who and how. It should consolidate the conclusions drawn from a SWOT<sup>24</sup> analysis undertaken within each of its constituent elements, analyse all aspects of training and support activities, and detail how the establishment seeks to improve its effectiveness. The SAR should lead logically to a plan to improve the establishment or unit's performance.

b. **Quality Improvement Plan (QIP).** The key product of self-assessment and peer review should be a single, integrated QIP for commanders and their staff to drive progress and monitor improvement. The findings and recommendations of 2<sup>nd</sup> and 3<sup>rd</sup> party assurance activities<sup>25</sup> should be incorporated into these plans, together with other relevant sources of managerial information and locally gathered data.

20. **Other beneficial outcomes.** Aside from providing an effective means to improve performance on a continuous basis, CI is designed to have 2 other beneficial outcomes:

a. It provides a robust mechanism to safeguard against the consequences of staff turnover, particularly that of Commanders and executive staff.

b. Training establishments will be well prepared for external assurance visits, as the SARs and QIPs provide a comprehensive basis for any such inspection, audit or evaluation. It should prevent duplication of effort and the feeling of inspection fatigue.

21. **External inspection.** Ofsted<sup>26</sup> provides fully independent external assurance and 3<sup>rd</sup> Party assurance through two types of inspection:

a. **Commissioned inspection.** Ofsted is commissioned by Defence to provide Ministers with independent external oversight of Initial training across Defence. They examine training establishment self-assessment procedures using the nationally recognised CIF.<sup>27</sup> Ofsted will seek to determine the progress made in addressing issues of duty of care, welfare and support for recruits and trainees.

b. **Statutory inspection.** Ofsted conduct statutory inspections of training establishments to assure the delivery of accreditation programmes funded by the Skills Funding Agency (SFA) to ensure the funds are used appropriately. Statutory inspections will not be combined with the commissioned inspections described above.

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<sup>23</sup> Ibid.

<sup>24</sup> Strengths, Weaknesses, Opportunities, Threats.

<sup>25</sup> This includes findings from Ofsted inspections and audits by sS and Defence staff.

<sup>26</sup> Ofsted is the nationally recognised inspectorate of schools and colleges and the adult work-based learning sector.

<sup>27</sup> The detail of which is in JSP 822: Governance and Management of Defence Individual Training and Education, Pt 5, Ch 6.

## **Conclusion**

22. Commanders of Initial training establishments should implement the Direction provided by this JSP, particularly that pertaining to supervisory care and CI. Whilst principally focused on Initial training, some policies apply directly or have relevance to Phase 3 training. CI is to be embraced to create a lasting culture of improvement across Defence training. It is the responsibility of the local commander to personally own and drive the process, through their CRA and SCD.

## 1.2 Care of Service People Under the Age of 18

### Policy Sponsor: CDP DCL<sup>1</sup>

This Guidance sets out policy to assist Commanding Officers (COs) meet their obligations in respect of the management, care and welfare of Service people under 18 years of age, although much could also apply to older Service people. COs take their responsibilities towards their people extremely seriously, and are very well aware of the particular welfare needs of Service people, including recruits and trainees.<sup>2</sup> However, there are additional legal requirements associated with Service people aged under 18 and, whilst maturity and experience vary considerably between individuals it is clear that under 18s (U18s) may be more vulnerable than those older. The Armed Forces Covenant makes clear that special account must be taken of the needs of those under 18 years of age. COs will wish to pay close attention to the needs of U18s as they pass from recruitment through Phase 1 and Phase 2 training, to operational units. In addition, though this would not generally be relevant to those under training, restrictions are applied to the deployment of U18s, in accordance with the UK's obligations under the UN Convention on the Rights of the Child.

Whilst embracing fully our duty of care responsibilities it is imperative to avoid isolating U18s by treating them in an inequitable way. They are, and must continue to feel, an integral part of the Services, and full members of the team whose contribution is valued. COs are best placed to ensure that this delicate balance is maintained. COs should ensure that this Guidance is followed out by those under command, and that the latter are aware of their responsibilities under it.

### The law

1. COs are responsible for the care of all Service people under their command, and are accountable accordingly. A 'duty of care' is the obligation to exercise such a degree of care towards an individual, as is reasonable in all the circumstances, to ensure their wellbeing and that of their property. Breach of the duty of care will give rise to legal liability for loss or damage suffered in consequence. Duty of care also includes statutory duties as set out at Section 2 of the Health and Safety at Work Act 1974, which states that it is the duty of *"every employer to ensure, so far as is reasonably practicable, the health, safety and welfare at work of all his employees."*
2. Our 'duty of care' responsibilities arise from the employment of individuals, including those U18, not from acting *in loco parentis* to those within the 16-18 age group. A CO does not have the rights and obligations imposed on a parent or guardian (such as a local authority looking after a child in care) in respect of a Service person who is U18.
3. All those in a position of authority owe a duty of care to those under their command, including Service people U18. It is the CO's responsibility to bring to the attention of those beneath them in the chain of command all policies and procedures, including those contained in this document, which are relevant to the discharge of that duty.
4. The age of the Service person, the all-encompassing nature of Service life (in particular, initial training), and other factors particular to the individual such as their maturity and intelligence are relevant to the degree of care required to meet the duty of care. Although the Services are not *in loco parentis*, the care and welfare of U18s requires particular attention. COs must be fully aware of this need.
5. Under the provisions of the Children Act 2004 structures have been put in place to ensure the wellbeing of children and young people. This includes the establishment of a Children's Commissioner, with a remit independent of Government, to look at all issues concerning those U18. The powers of the Children's Commissioner include the right of access to any premises in order to

<sup>1</sup> Chief of Defence People, Defence People Secretariat, Discipline, Conduct & Legislation team.

<sup>2</sup> The terms Recruit(s) and Trainee(s) are used throughout this document to describe Service people undergoing Phase 1 and Phase 2 training respectively.

interview a child or young person and a right to review the circumstances of children and young people, including any individual cases. Given the unusual nature of service in the Armed Forces (including such things as frequent moves and security), the MOD has agreed a protocol with the office of the Children's Commissioner. In particular, this focuses all initial contact for any such cases through the MOD Directorate Children and Young People (DCYP), which will facilitate any contact or requirement for cooperation.

6. There will be those U18 who join the Armed Forces who are care leavers subject to the provisions of the Children (Leaving Care) Act 2000. This seeks to ensure that young people aged 16-21 years, or older if in an agreed training or education programme, who have for a significant period been looked after by a local authority, continue to receive advice, support and befriending for a period of time after they cease to be formally looked after full time by that local authority. U18s who are care leavers may not have the family support that others enjoy and this may make them more vulnerable. Seeking advice from the single Service welfare services, if required, COs should ensure that where they are informed that an U18 is also a care leaver, they:

- a. Offer the support of the single Service welfare services who may also liaise with the appropriate local authority on their behalf if necessary;
- b. Ensure that care leavers, if they request it, are given access to the responsible local authority services to which they are entitled. As far as possible, the care leaver should not be disadvantaged by the inevitable moves that they will experience as a member of the Armed Forces; and,
- c. Recognise a local authority's statutory responsibility to 'take reasonable steps' to keep in touch, or to re-establish contact if lost, with their care leavers (up to the age of 21), and are to effect a mail forwarding system for correspondence from a local authority to the individual concerned. They are also to encourage care leavers to maintain contact with their responsible local authority.

## **Recruitment age**

7. The minimum age for entry into the UK Armed Forces is 16. This reflects the minimum school leaving age and complies with the statutory requirement for all young people in England to continue in education or training until at least their 18th birthday, including when in full-time employment<sup>3</sup>.

8. Applications to join the Armed Forces may be submitted from the age of 15 years 9 months. Should an individual volunteering to enter the UK Armed Forces be found either by their own declaration or by inspection of supporting evidence of age, to be under 18, special procedures, including obtaining the formal written consent of the recruit's parent(s) or guardian(s), are adopted.

9. Whilst parental consent is required to recruit those U18, consent is not needed from parents or guardians for an individual to continue to serve. For example, consent is not required in the case of an individual who may receive notice that they will serve on operations after their 18<sup>th</sup> birthday even though they may receive that notice before reaching the age of 18.

## **Deployment of U18s**

10. Service people U18 are not to deploy to any operations outside of UK, except where the operation does not involve people becoming engaged in, or exposed to, hostilities. U18s are not to be deployed on UN peacekeeping operations in line with UN policy. In addition to general safeguarding principles, the following steps are to be taken to ensure that members of the Armed Forces who have not reached the age of 18 do not take a direct part in hostilities or are not put at risk from exposure to hostilities. In particular, when a unit is about to deploy to a potentially hostile

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<sup>3</sup> The duties for raising the participation age are set out in the Education and Skills Act 2008.

situation and an individual U18 cannot be retained as part of the Unit Rear Ops Group; they are to be removed from such unit unless:

- a. It is not practicable to do so; or,
- b. To do so would undermine the operational effectiveness of that individual's unit and put at risk the successful completion of the military mission and/or the safety of other people.

11. Decisions on the removal of U18s from units will be made whenever the appropriate Service commanders in concert with the Chief of Joint Operations, consider there is a greater than low probability of members of the unit having to take a direct part in, or be put at risk by, hostilities. The decision to retain U18s in units which having been deployed in benign circumstances, find themselves in a rapidly worsening operational scenario, lies with the CO, but must be based on the same criteria as above, i.e. an immediate presumption of removal if feasible. COs are to adhere to single Service rules on deployment and posting of U18s overseas.<sup>4</sup>

12. **The Optional Protocol to the UN Convention on the Rights of a Child** strengthens the rights of children by increasing the protection afforded to them by prohibiting their participation in armed conflict. The UK was involved fully in the negotiation and drafting of the Optional Protocol, and signed at the UN Millennium Summit on 6 Sep 2000. The UK ratified the Optional Protocol on 24 Jun 2003, and every five years it is required to present evidence to the UN Convention on the Rights of the Child on the implementation of the Optional Protocol on the involvement of children in armed conflict. The main effects of the Optional Protocol are that it:

- a. Requires all feasible measures to be taken to ensure that members of the Armed Forces who have not attained the age of 18 years do not take part in hostilities;
- b. Prohibits the compulsory recruitment of those who have not attained the age of 18 into national Armed Forces; and,
- c. Requires safeguards to ensure that recruits U18 must be genuine volunteers; have the informed consent of their parents or legal guardians; be fully informed of the duties involved in such military service; and provide reliable proof of age prior to acceptance into military service.

13. At the signature of the Optional Protocol, the UK entered the following declaration with the UN Secretariat:

*"The UK will take all feasible measures to ensure that members of its Armed Forces who have not attained the age of 18 years do not take part in hostilities. However, the UK understands that Article 1 of the protocol would not exclude the deployment of members of the Armed Forces under the age of 18 to take a direct part in hostilities where: there is a genuine military need to deploy their unit or ship to an area in which hostilities are taking place; and by reason of the nature and urgency of the situation it is not practicable to withdraw such persons before deployment; or to do so would undermine the operational effectiveness of their ship or unit, and thereby put at risk the successful completion of the military mission and/or the safety of other people."*

## **Alcohol**

14. U18s are not permitted by law to purchase alcohol or to consume it in a bar. It is also a criminal offence to sell alcohol to U18s or to purchase alcohol on behalf of U18s. However, those who are aged at least 16 may consume beer, cider or wine with a meal in an area which is not a bar and is set apart for serving meals provided the alcohol is purchased by someone over the age of 18 and the U18 is accompanied by someone over 18.

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<sup>4</sup> RN regulations, QRRN 0829; Army regulations, AGAIs Vol 2 Chap 060; RAF regulations, AP3392 Vol 5 Leaflet 120.

15. Detailed policy on the consumption of alcohol is the responsibility of COs. However, as a minimum, COs must have in place systems and instructions to ensure that U18s are unable to purchase alcohol anywhere within the unit.

### **Smoking**

16. It is illegal to sell tobacco products to anyone under the age of 18. This includes cigarettes, cigars, loose rolling tobacco and rolling papers and applies both to over the counter and vending machine sales. COs are to ensure that notices stating, *“It is illegal to sell tobacco products to anyone under the age of 18,”* are displayed at all premises at which tobacco is sold within the unit. A notice displaying the following statement, *“This machine is only for the use of people aged 18 or over,”* should be displayed on every tobacco vending machine within the unit.

### **Gambling**

17. U18s are prohibited by law from playing gaming machines, which are classified as those machines which are games of chance with prizes, for example, ‘fruit machines.’

### **Adventurous Training**

18. COs must ensure that additional supervision is provided to U18s during Adventurous Training (AT) (and Resource and Initiative Training) if needed. In training establishments the CO should undertake a Risk Assessment in accordance with the Supervisory Care Policy.<sup>5</sup> U18s undergoing AT will be away from their normal environment and therefore COs need to pay particular attention to their needs. Such rules and regulations that normally apply to U18s must continue to be applied.

### **Health and safety at work**

19. COs must ensure that U18s are included in standard Health and Safety at Work Risk Assessments and must take particular account of risks applying to them. The Management of Health and Safety at Work Regulations 1999 places additional duties on an employer to ensure that young persons (defined as any person who has not yet attained the age of 18, but above school leaving age) are protected at work from, *“any risks to their health and safety, which are a consequence of their lack of experience, or absence of awareness of existing or potential risks or that young persons have not yet fully matured.”* COs may wish to consider the creation and maintenance of a register of U18s to assist in this regard. It may be that Health and Safety matters are included in a multi-purpose register of U18s.

### **Arming and armed guard duties**

20. **Weapon security.** There are risks associated with the use of weapons. Training in their handling and understanding of the responsibilities for weapon security are vital elements of initial training. Recruits and trainees – regardless of their age – may handle weapons systems (the weapon and relevant ammunition) in a controlled and supervised environment. COs are to comply with the Armed Forces Policy on Weapon Safety and Security during Phase 1 and Phase 2.<sup>6</sup>

21. **Armed guarding.** Service people must be over the age of 17 and appropriately trained before being employed on armed guarding duties. Where Service people (both trainees, no matter what their age, and those in productive service under the age of 18) are used as armed guards an assessment of the risk involved must be undertaken. Recruits in Phase 1 training are never to be used as armed guards. Where available, the Military Provost Guard Service (MPGS) are to be used for the armed guarding of Phase 1 and 2 Establishments. Where MPGS are not available or the security situation dictates an increase in the armed guard, the use of trainees is governed by

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<sup>5</sup> Supervisory Care for Phase 1 Recruits and Phase 2 Trainees contained within this JSP.

<sup>6</sup> Armed Forces Policy on Weapon Safety and Security during Phase 1 and Phase 2 (Initial) Training.

the Armed Forces Policy on Armed Guarding of Phase 1 and Phase 2 Training Establishments.<sup>7</sup> COs must read and comply with this policy.

### **Vulnerable recruits or trainees**

22. In accordance with the Supervisory Care Policy for Defence Individual Training Establishments,<sup>8</sup> the CO of a training establishment is to publish a Supervisory Care Directive which is to be reviewed annually. This is underpinned by the CO's Risk Assessment. Of particular importance is the need for COs to have systems in place to identify and protect those recruits or trainees who may be particularly vulnerable to harassment, bullying or discrimination; those who have personal or welfare problems that could affect their performance or health; and those potentially at risk of self harm or suicide.<sup>9</sup> Such individuals should be identified and monitored using an 'At-Risk Register' system and clear directions on what actions must be taken following the identification of these individuals must be given to both (military and civilian) staff and recruits/trainees within the establishment. When individuals identified as being at risk pass from one training establishment to another (for example from Phase 1 to Phase 2) and from training to operational units, a suitable method of informing the gaining unit of any concerns relating to an individual must be established, so that the gaining unit can ensure that the level of supervisory care is maintained.<sup>10</sup> If U18s are required to operate outside a training establishment, COs should be aware of their potential vulnerability and that systems for the identification and protection of vulnerable recruits are in place.

### **Levels of supervision in the training environment**

23. Single Services must ensure that the relevant suitability checks<sup>11</sup> have been conducted for staff selected to work in the training environment, in order to prevent those deemed to be unsuitable to work with U18s from being appointed.<sup>12</sup> COs may seek advice from the relevant manning branch to satisfy themselves that this is the case.

24. The minimum acceptable levels of supervision (the number of supervisors to the number of recruits and trainees in their charge), determined from the CO's Risk Assessment, must be clearly articulated in the Supervisory Care Directive, having taken into account relevant serials during the working day, out-of-hours, weekend and leave periods. COs should pay particular attention to the supervision of U18s to ensure that supervision levels are set at an appropriate level, particularly during out-of-hours periods and at weekends.

### **The right to leave the Armed Forces for U18s**

25. All Service people U18 have a statutory right to discharge:

a. **Discharge as of Right (DAOR) as a new recruit.** All new recruits,<sup>13</sup> who have completed 28 days' service and having given 14 days notice, have a right to discharge within the first 6 months of service.<sup>14</sup>

b. **Discharge U18 (DU18).** After the first 6 months of service, all Service people U18 retain a right to claim discharge up to their 18<sup>th</sup> birthday. The terms of this discharge include a cooling-

<sup>7</sup> Weapon Safety and Security in Initial Training contained within this JSP.

<sup>8</sup> Supervisory Care Policy for Phase 1 Recruits and Phase 2 Trainees contained within this JSP.

<sup>9</sup> Guidance on self-harm and suicide is available for the RN in BR3 Part 5 Annex 24E; for the Army in AGAI Vol 3, Ch 110; and for the RAF in AP 9012 Ch 6.

<sup>10</sup> All RN People are to be transferred to new units in accordance with BR3 para 5752.

<sup>11</sup> Such as Disclosure and Barring Service checks (previously Criminal Records Bureau (CRB) checks) and their equivalents in Scotland and Northern Ireland.

<sup>12</sup> JSP 893: Policy on Safeguarding Vulnerable Groups, Annex B refers – Version 4, Aug 2012.

<sup>13</sup> By which is meant those on their first enlistment to a particular Service. However, the right will be extended to individuals who have been discharged on medical grounds and subsequently re-enter.

<sup>14</sup> New recruits who are 18 and over also have a right to discharge. For those in the Army, the right must be exercised within their first 3 months. For recruits in the Royal Navy, the Royal Marines and the Royal Air Force, their right must be exercised (like those under 18 years) within the first 6 months.



off period and are therefore different to those for DAOR. Service people U18 who, after 6 months service, wish to leave their Service must give notice in writing and before their 18<sup>th</sup> birthday to their CO. U18s will not be discharged until the end of a cooling-off period.<sup>15</sup> The maximum cooling-off period will be 3 months. This may be reduced but only if both the CO and the U18 agree to a shorter cooling-off period. Once an U18 has submitted an application to leave, the longest period that an individual will be required to continue to serve is 3 months. The cooling-off period provides the safeguard of a period for reflection in which the U18 may rescind a hasty and subsequently regretted decision. An U18 who has notified their CO of their intention to leave will not be discharged if they change their mind about leaving before the date of their discharge.<sup>16</sup> The U18 should normally notify their CO of their wish to change their mind by submitting a withdrawal of notice; the U18 must then be allowed to remain in Service. COs retain the power to discharge a Service person regardless of age for other reasons but they should generally not consider individuals unsuitable because they have previously exercised the right both to apply for discharge and to remove that notice. COs are to ensure that all Service people U18 are made aware of their right to discharge.

26. A Service person over the age of 18 may, in very limited circumstances, also have a right to discharge. This will occur only where the Service person:

- a. Notifies their CO of their wish to leave before their 18<sup>th</sup> birthday; and
- b. Their 18<sup>th</sup> birthday falls before the end of the 3 months maximum cooling-off period.

In these circumstances (unless they change their mind) the Service person will be discharged at the end of the cooling-off period.<sup>17</sup>

27. Regardless of the means of discharge of an U18, COs are to ensure that:

- a. The U18 has contacted their parent(s)/guardian(s) and will return to them, or has their permission to return to a different address. If the parent(s)/guardian(s) will not accept the U18 back into the home, or the U18 does not wish to return, then the CO<sup>18</sup> should liaise with the social and welfare services if appropriate;
- b. Where the U18 was in local authority care before joining the Armed Forces (such as a care leaver) they are unlikely to have had the family support that others enjoy and this may make them more vulnerable. As a consequence, care leavers represent a 'special group with specific needs' and extra sensitivity is required. The relevant local authority is to be contacted and appropriate arrangements made for the return of the U18 to their care. Where necessary, assistance should be requested from the single Service welfare services that could assist with contacting the local authority;
- c. The U18 has been provided with a rail warrant, departure times of trains that will allow return home by 2359hrs, and provided with transport (or fare) to the nearest railway station. If arrival by 2359hrs on the day of departure is not possible the U18 should be provided with overnight accommodation at the parent unit;
- d. The U18 has sufficient funds for incidental expenses. This could be funded through an Early Payment in Cash and repaid from their final salary;

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<sup>15</sup> A Service person will not be discharged, if during the cooling-off period, they change their mind about leaving. Additionally, discharge may be delayed beyond what would be the end of the cooling-off period if at the time the Service person is serving a sentence of Service detention. Where this occurs the date of discharge will be postponed until the Service person is released from MCTC.

<sup>16</sup> There is no limit on the number of times a Service person may give notice to the CO before reaching the age of 18.

<sup>17</sup> A Service person serving a sentence of Service detention will not be discharged until their release from MCTC.

<sup>18</sup> In cases where a Service person will be over 18 at time of discharge and therefore classed as an adult, the CO will need to determine whether contact with parents/guardian or local authority is deemed appropriate; this will depend on the assessed vulnerability of the individual.

- e. The parent(s)/guardian(s) have been contacted and provided with arrival details. The discharging unit should contact the arrival address the following day to ensure the individual has arrived. If he or she has not arrived any follow-up action should be agreed with the parent(s)/guardian(s).

### **Initial briefing**

28. As part of the initial briefing arrangements for all on arrival, which should cover among other topics the right to leave the Service, drugs, health issues and nutrition, COs should consider further briefing for U18s on:

- a. The penalties connected with underage drinking, the purchase of alcohol and the purchase of tobacco products;
- b. Arrangements for identification of U18s in the social and welfare facilities on the unit;
- c. If applicable, the obligation to undertake a regular fortnightly interview with a nominated mentor;
- d. The need to obtain parent(s)/guardian(s) agreement to an alternative leave weekend address (if not obtained, the U18 is only able to take leave with parent(s)/guardian(s) if appropriate);
- e. The rules applying to the use of gaming machines;
- f. Procedures for the reporting of bullying and harassment and the role of the Service Complaints Commissioner.

These points should be reinforced, either in further briefings or in an aide-memoire. The additional information for U18s could usefully be included in a brief to all new arrivals so that all people are aware of the rules with regards to U18s.

### **Welfare, mentoring and interviewing**

29. Welfare is a function of command and its provision is articulated within JSP 770.<sup>19</sup> There is a comprehensive welfare system at a commander's disposal, which includes Unit Welfare Officers, chaplains, Service welfare organisations, WRVS and sometimes elements of the Council of Voluntary Welfare Workers (CVWW).<sup>20</sup> Service people also have access to SSAFA Forcesline.<sup>21</sup> Whilst the chain of command is usually the initial point of contact for an individual with welfare concerns, all Service people, including U18s, should be made aware that they have the freedom to approach any welfare agency directly if, for any reason, they do not wish to approach the chain of command. COs should seek advice from the single Service welfare services, as appropriate, in dealing with the specific welfare concerns of those under their command.

30. Units that have instituted a mentoring regime for new arrivals have reported considerable benefits, including happier and more effective U18s as well as improved retention. COs should consider the appointment of a suitably screened mentor for each U18 (of the same sex where possible). Suitable mentors may be SNCOs or suitably selected senior Other Ranks/junior Corporals or equivalent. Mentors should not normally be an U18's direct supervisor, though all

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<sup>19</sup> JSP 770: Tri-Service Operational and Non Operational Welfare Policy.

<sup>20</sup> CVWW includes Church Army (CA), Church of England Soldiers, Sailors & Airmen's Clubs (CESSAC), Dame Agnes Weston's Royal Sailors' Rest (Aggie Weston's), Methodist Force Board (MFB), The Mission to Military Garrisons (MMG), Salvation Army, Sandes Soldiers' & Airmen's Clubs and Soldiers' & Airmen's Scripture Readers Association (SASRA) & Miss Daniell's Soldiers' Homes (MDSH).

<sup>21</sup> Forcesline provides a confidential service in support of Service people and their families. Forcesline can be reached by telephone from anywhere in the world Monday to Friday and most Bank Holidays, from 1030 to 1930hrs UK local time using the following numbers: From UK 0800 731 4880, From Germany 0800 1827 395, From Cyprus 080 91065, From Falklands #6111, Rest of World +44(0) 1980 630854 (Staff can call back if asked), Operational Theatre, to enable access through Paradigm, dial appropriate access code then \*201 at PIN prompt.

Mentors would have the support of the chain of command and be able to draw on other resources, such as Padres. Mentors should meet their charges individually each fortnight where possible and practicable, to conduct an interview covering:

- a. Work related issues, including relationships within the chain of command (an essential part of the new arrival's education and induction into the team);
- b. Bullying and harassment;<sup>22</sup>
- c. Homesickness;
- d. Hygiene;
- e. Finance;
- f. Any other concerns or problems.

### **Contact with parents – routine matters**

31. Appropriate contact with the parent(s)/guardian(s) of U18s is strongly encouraged (this includes any person who has a parental responsibility order under Section 8 of the Children's Act 1989). However, an U18 has a right to respect for his or her private life in accordance with Article 8 of the European Convention on Human Rights (incorporated into UK domestic law by the Human Rights Act 1998). The Data Protection Act 1998 protects the personal data of a Service person and there must not be disclosure of such data to a third party without the consent of the individual concerned except in accordance with the Act. For example, a disclosure may be made if it is necessary to do so in the vital interests of the individual concerned and it cannot reasonably be expected to obtain the consent of that person.

32. COs should seek to establish and sustain links with the parent(s)/guardian(s) of those under initial training (Phase 1 and Phase 2). This can be achieved by writing to them on the arrival of an U18 giving details of how the unit can be contacted, providing details of the training to be undertaken, and encouragement for parent(s)/guardian(s) to contact the unit if they have any questions or concerns. This should be repeated at the commencement of Phase 2 training if the trainee is still U18. Visits by parents/guardians at appropriate times should also be encouraged. These can be of real value to the recruit, encourage a supportive family atmosphere and promote a better understanding of the Services.

33. Phase 1 training establishments should consider hosting a Parents Day within the first 6 weeks of training to assure parents/guardians that their children are being treated well and that, in general, they are content and adjusting to the significant change in their life. If the guardian of an U18 is the Social Services, but the U18 has been in the long term care of foster parents or become very close to their foster family then, for minor issues, COs should consider whether it is more appropriate to contact the foster family in the first instance. Any serious issues will need to be discussed with the local authority.

34. The legal age of consent for medical, surgical and dental treatment is 16 (Section 8 Family Law Reform Act 1969). There is therefore no requirement to obtain parental consent for medical treatment of Service people over the age of 16. However, where high risk procedures or elective surgery is being considered, it is advisable to discuss this with the parents of the individual, unless that individual refuses permission for such discussion to occur.

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<sup>22</sup> As defined in JSP 763: The MOD Bullying and Harassment Complaints Procedures.

## Contact with parents – In the event of an U18 seeking to leave voluntarily

35. In the event of an U18 seeking to leave voluntarily, the CO needs to establish if the U18 has discussed this with their parent(s)/guardian(s). Any decision to approach the parent(s)/guardian(s) of an U18 in these circumstances will be governed by the facts of each individual case. In determining whether to make an approach, an assessment of the situation of the parent(s)/guardian(s) and that of the U18 needs to be considered. What is the relationship between the U18 and their parent(s)/guardian(s)? Will they be receptive to an approach? Will the U18 consent to such an approach? Their personal circumstances should be respected and protected before an approach is made. The starting point should be that no approach should be made. In exceptional circumstances, if it is considered necessary in order to protect the health, safety and welfare of an U18 then their parent(s)/guardian(s) may be approached without consent from the U18. However, great care must be taken to avoid unnecessary disclosure of personal data or of any information received in confidence. A decision matrix is at Annex A. COs may discuss specific concerns with the parent(s)/guardian(s) with the agreement of the U18.

## Discipline

36. U18s are subject to the same disciplinary arrangements as over 18s.<sup>23</sup> However, COs should be aware and take account of U18s' relative immaturity and vulnerability, and offer additional support and advice if appropriate, both during the disciplinary process and beyond, to reduce the risk of re-offending. In the event that an U18 is arrested the CO must, without delay, refer the matter to the Service Police. The CO must also provide the arrested person with an appropriate adult, and consider whether an interpreter or help to check documentation is required. If an U18 is to be tried by court-martial, the CO should inform their parent(s)/guardian(s).

## Leave / Booking in and out

37. COs should set mechanisms in place so that:

- a. Supervising staff are aware when U18s are booked out during the working week;
- b. U18s are given clear instructions when they need to return;
- c. If U18s are allowed to book out at the weekend, they have left a contact address (their parent(s)/guardian(s), or an address agreed by their parent(s)/guardian(s) unless this is not feasible due to exceptional circumstances).

38. Such mechanisms might include:

- a. A booking out/in procedure where, U18s book out and return to the Unit by 2359hrs. Walking out would then be restricted to 2359hrs and checks carried out at 0015hrs daily to ensure that all U18s have returned. In exceptional circumstances (such as where their family home is nearby), U18s wishing to remain out after 2359hrs must have a letter of consent from their parent(s)/guardian(s).
- b. Providing U18s with cards identifying them as such, but are handed in on leaving the unit and collected on return.

## Other issues

39. **Lifestyle change.** New recruits, particularly those U18, are at risk of suffering homesickness, and may be liable to experience difficulty coping with the significant lifestyle change that the first weeks of life in the Services may bring. COs should ensure that all those in contact with U18s are

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<sup>23</sup> JSP 830 - Manual of Service Law, Vol 1 refers.

aware of the risks and the early indicators of developing problems so as to prevent incidents of self-harm and, in extreme cases, attempted suicide.<sup>24</sup>

40. **Marriage and civil partnership.** Whilst the law on marriage and civil partnership is complex, in general U18s require their parents' permission to marry or enter into a civil partnership. COs will wish to seek specific advice in the event of the issue being raised.

41. **Failure of Compulsory Drugs Test (CDT).** Where an U18 fails a CDT, the CO must consider whether retention is appropriate in accordance with Service regulations. If it is determined that an U18 is to be discharged, notification to the parent(s)/guardian(s) should be made in accordance with the right to leave the Armed Forces.

#### Points of contact

<b>Defence</b>	CDP, DCL (DII: People-Sec-DCL ImpCon C1)
<b>JFC</b>	JFC, J1, Policy (DII: JFC-J1-Pol-SO2)
<b>RN</b>	Navy Command HQ, Trg (DII: NAVY TRG HQ-ASSURANCE DEF)
<b>Army</b>	Army HQ, DPS(A), PS4(A) (DII: Army PersSvcs-PS4-PS-SO1)
<b>RAF</b>	Air Command, 22 Trg Gp, Trg Pol (DII: 22TrgGp-Trg Pol & Assurance SO1)

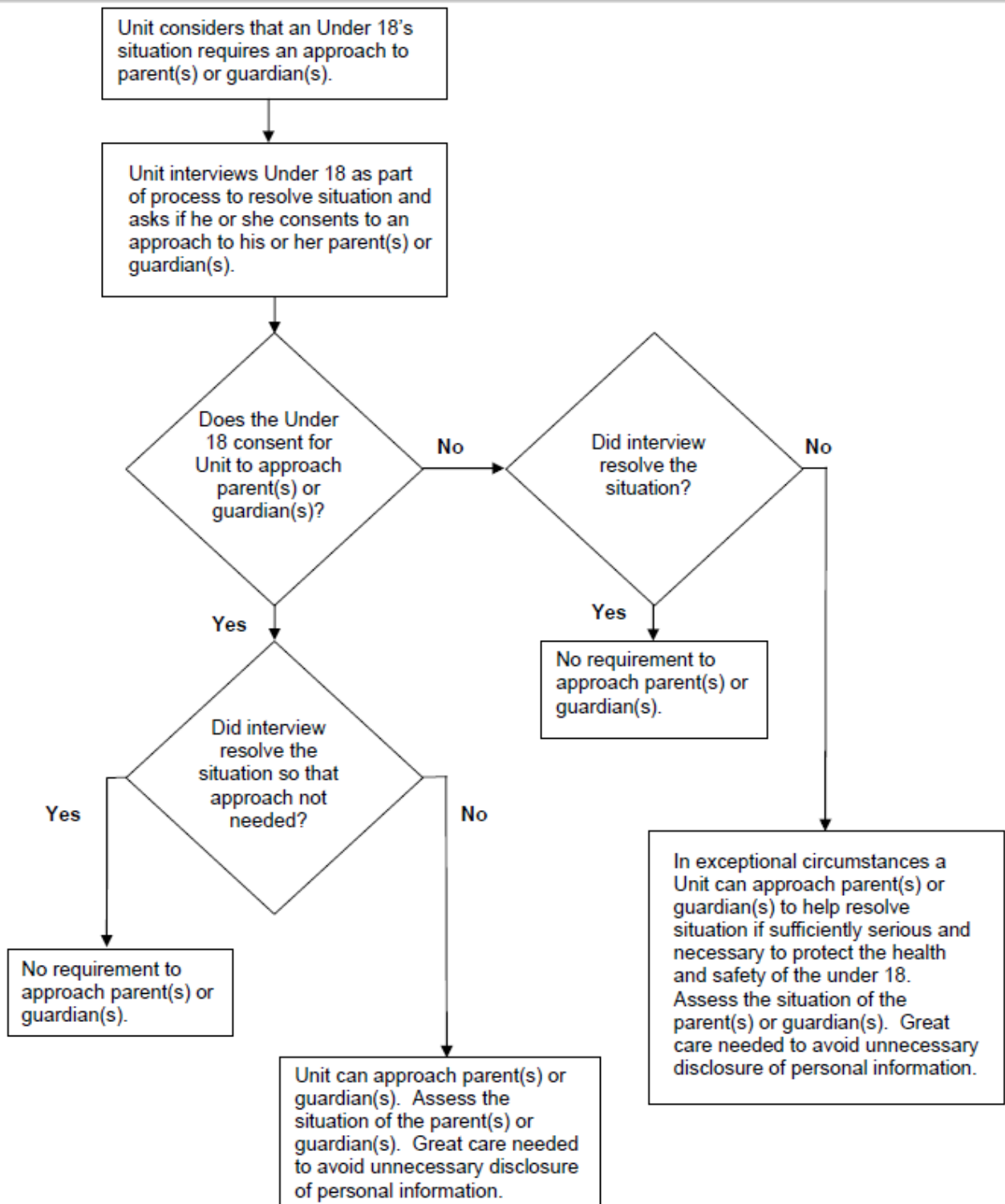
Annex:

A. U18 Parent(s)/Guardian(s) Contact Decision Matrix.

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<sup>24</sup> Guidance on self-harm and suicide is available for the RN in BR3 Part 5 Annex 24E; for the Army in AGAI Vol 3, Chap 110; and for the RAF in AP 9012 Chap 6.

## Annex A to Pt 2, 1.2: U18 Parent(s)/Guardian(s) Contact Decision Matrix



## 1.3 Robust Training

**Policy Sponsor: TESRR, CDP<sup>1</sup>**

Properly conducted Robust Training is a basic principle of training in Defence and as such is linked to measurable Training Objectives (TOs) and outcomes. It is deliberately designed to induce an element of pressure, in order to challenge recruits and trainees mentally and physically, so that they draw on reserves of willpower and stamina to achieve the outcome sought. The aim therefore of Robust Training events is to develop physical and mental resilience in order to prepare appropriately for the challenges of operations, worldwide. It is entirely practical to deliver such training without compromising welfare and Duty of Care responsibilities, but should be regulated to prevent Robust Training being replaced with harsh or inappropriate training that prevents the overall training effect from being delivered.

This Defence Guidance is designed to assist Commanders<sup>2</sup> involved in all phases of training, in planning appropriate and proportionate training that is challenging, engaging and robust, whilst ensuring that risks are identified and mitigated, so that the recruit or trainee is protected from uncontrolled misuse of the term to deliver harsh training, unlinked to a specified training outcome or objective. Commanders should consider this Guidance in conjunction with Managing the Training Environment and Supervisory Care for Phase 1 Recruits and Phase 2 Trainees. All are contained within this JSP as are other policies relevant to ensuring a realistic and safe training environment. In addition, all training should be designed and delivered in line with the Direction given in JSP 822.

### Definition and purpose

1. **Definition.** Robust Training is defined as: *“Contextualised training that, by design, progressively develops individuals’ mental and physical resilience in preparation for their front-line role and prepares them appropriately for operations, when combined with Mission Specific Training.”*

2. **Purpose and application.** The purpose of Robust Training is to progressively develop a Service Person’s (SPs) resilience<sup>3</sup> to enable them to perform effectively in any operational environment. The degree to which Robust Training is employed within an Initial training programme should reflect the employment of that SP in both specialist and generic tasks.<sup>4</sup> Emphasis should be placed upon the need for SP to perform in the most demanding conditions in which they may realistically expect to find themselves if deployed to high-tempo and/or high-threat operational environments. As Defence transitions to a contingent posture, the non-linear nature of the Contemporary Operating Environment (COE) will inevitably expose SP from support functions to higher risks than would have traditionally been the case. It is therefore no longer acceptable to have a situation where combat people and support or service support people sit at distant ends of a wide spectrum of individual resilience. This gap should be narrowed if all SP are to be best prepared for operational service. This requires the moral courage to implement and a coherence of approach across Defence and single Service (sS) training establishments to ensure that Robust Training is systematic, progressive and appropriately contextualised.

### Principles

3. **Beneficial.** The net result of properly designed and conducted Robust Training should be beneficial to recruits and trainees in a resilience context. It should develop their ability to perform demanding tasks under difficult conditions by building self-confidence, self-reliance and motivation.

<sup>1</sup> Training Education, Skills, Recruitment and Resettlement, part of Chief of Defence People, 6<sup>th</sup> Floor, MOD Main Building.

<sup>2</sup> ‘Commanders’ covers those commanding / in-charge of any form of training organisation (including Training or Education Establishments, Defence Colleges, Training Schools and Training Units).

<sup>3</sup> This acknowledges that Initial training (Phase 1&2) is a series of evolutions that lead to eventual Service on operations. Thus, the product of Initial training is not the finished article. The process of developing resilience will continue throughout a SPs career, through formal and informal training interventions and the accumulation of experience.

<sup>4</sup> For example, fulfilling individual Force Protection functions.

It should not erode it. Recruits and trainees should feel that the training was a positive experience. This point in itself is a useful guide to whether Robust Training events are having the desired effect and should be measured as part of a training establishment's self-assessment process.

4. **Developmental.** Robust Training tasks should be developmental and preparative in nature, and related to performance expected after training. Robust Training should take place under simulated operational conditions where possible and/or appropriate. Recruits and trainees should be sufficiently prepared for the training and, while it should stretch and test their abilities, it should not make them feel that they have no chance of performing adequately. Consequently, the effect should be to take recruits and trainees out of their comfort zone, and to develop resilience and self-reliance so they can be assured that they are well prepared to handle challenging situations.

5. **Tailored.** Due to the wide range of training in Defence and the breadth of job specifications within both commissioned and non-commissioned ranks, what could be defined as Robust Training for one training cohort may not be suitable or appropriate for another. While many operational conditions are similar for all, it is unlikely that any but the most generic of Robust Training events will be appropriate across Defence. Robust Training should be designed to be relevant to the roles and duties of the recruit or trainee and likely employment on operations. Robustness comes in many forms, both physical and mental. sS and Defence training establishments need to implement a 'continuum of robustness' that threads through all phases of training, and should be:

a. **Relevant.** sS training has spent the last decade or more delivering capability to defined operational theatres with (largely) understood threats. As Defence returns to contingency the certainty of future operational environments and the threats that emerge may be less defined and less clearly understood. This uncertainty requires a refinement within training if we are to produce a new generation of robust, self-sufficient and capable SP.

b. **Contextualised.** sS training needs to provide 'immersive' scenarios to allow recruits and trainees to contextualise their training. It is necessary to replicate the physical and mental pressures of operations that are specific to Service and role, noting the need to ensure that supporting people should also build resilience through Robust Training. If all SP are to be best prepared for operational service, training should focus on the increased resilience end of the spectrum and where possible enhance the psychological stressors in training (for example, increased use of battle simulation, additional night training scenarios) and the physical stressors (for example, extending training days, more time living 'in the field' or austere simulated operational conditions).

c. **Delivered to defined standards.** The ability to measure how successfully sS deliver training that challenges a recruit or trainee to develop physical and mental resilience should be achieved via measures of performance whilst in Initial training, and through measures of effect once SP join their respective Commands. Detailed assessment through both INVAL and EXVAL will be essential in determining the degree to which Robust Training is succeeding.

d. **Delivered with calculated risk.** The acceptance of risk is important and its application should be understood at all levels of training delivery. It should be proportionate to the delivery of the defined operational output. There is both a moral obligation to prepare recruits and trainees appropriately for the rigours of operational Service, and a need to recognise that a Robust Training regime may lead to injury, increased wastage rates or litigation. These factors are not mutually opposing or irreconcilable. Robust Training can be delivered during all phases of training whilst successfully discharging Defence's welfare and Duty of Care responsibilities. The risks associated with Robust Training should be identified, assessed and addressed<sup>5</sup> with a view to enabling this important element of training. A culture of risk

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<sup>5</sup> Further guidance on managing risk should be sought through sS Risk Management processes and regulations. Commanders should also have their Commander's Risk Assessment (CRA) and Supervisory Care Directive (SCD) in place to ensure that Robust Training is properly managed, governed and assured. Robust Training should be integral to and tied into the Operational Performance Statement (OPS) issued by the Training Requirements Authority (TRA), in order to deliver TOs.



aversion should be avoided as it merely transfers risk to the Commands and is morally unjustifiable. It is incumbent upon Commanders, their staff and trainers to be conversant with the principles and application of risk assessment at their respective levels of training command. Intelligent risk management should be led by the Commander and understood by all staff involved in training delivery. The first step in developing risk management locally will be through the CRA/SCD process. Detailed briefing on local procedures should be included in staff/trainer induction training and understanding should be developed further through regular study periods.

e. **Appropriate supervision.** The level and style of supervision needs to be tailored to the level of risk, the type of training and the ability and confidence of the recruits or trainees.

f. **Trust in the Chain of Command.** The application of Robust Training may be compromised, at least in part, by a mutual lack of trust between training staff and their Chains of Command. This can be compounded by a perception amongst trainers that there has been a shift in emphasis to the recruit's or trainee's care needs that conflict with challenging, engaging and robust training. Recruits and trainees should be empowered to ask questions and appropriately challenge the 'recruiting promise.' This should not, however, be viewed as a challenge to the core tenets of sS Values, Standards and Ethos, or the Chain of Command. Trust needs to be established early so that there is an understanding of what is required and the rationale behind Robust Training.

## Good practice

6. **Compliance with Defence training standards.** Robust Training events should be designed in accordance with the Defence Systems Approach to Training (DSAT).<sup>6</sup> They should be shaped logically to fulfil and test an established training need and should be conducted consistently and resourced appropriately. All training, including events that are designed to be robust should be designed to deliver against the OPS, as set out by the TRA. Robust Training should have a defined TO to achieve and be measured against. Robust Training for its own ends, delivered ad hoc, in an uncontrolled manner or unsupervised environment is dangerous and should be actively guarded against. Adherence to JSP 822 will allow challenging, engaging and robust training to be designed and delivered in a safe, controlled and appropriately governed manner.

7. **Appropriate risk management not excessive risk aversion.** It is generally accepted that military Service will expose SP to more risk than most civilian occupations. Training to meet the needs of military Service, which stretches recruits and trainees physically and psychologically, ideally under simulated operational conditions, is likely to carry more training risk than is normally the case. Commanders and training staffs should ensure that all risks are assessed and mitigated, but they should not seek to unnecessarily protect recruits and trainees from the consequence of failing to rise to the challenges set. It is acknowledged that this element will need to draw upon the experience and judgement of the training Chain of Command. It is vital to avoid the inculcation of a culture of risk aversion that may lead to the physical or psychological inability to perform adequately when facing the challenge of operational conditions.

8. **Separated from remedial action.** It is important that training staff designing and delivering Robust Training should ensure that recruits and trainees as well as training staff understand the purpose and intended outcome of the training. It should be clearly differentiated from any sort of remedial,<sup>7</sup> corrective or disciplinary action. Training that is intended to be robust should not be confused with any form of bullying, harassment or intimidation. Such conduct is wholly unacceptable and contrary to Defence's Values, Standards and Ethos and the DHALI/B intent, and is demonstrably counter-productive in developing resilience. Effective supervisory care, welfare policies and governance and assurance processes will ensure that Robust Training is not confused for, or replaced by, actions or events that either serve a different remedial, corrective or disciplinary

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<sup>6</sup> The Defence Direction and Guidance governing the Governance and Management of Defence Individual Training and Education is set out in JSP 822.

<sup>7</sup> See Defence Direction on Remedial Training in Initial Training, contained within this JSP.

purpose, or those that are conducted in a misguided attempt to achieve unsanctioned, unacceptable and unnecessary outcome.

9. **Clearly explained purpose.** Recruits and trainees as well as trainers should be in no doubt as to the difference between Robust Training and unacceptable practices. The conduct of Robust Training events should not undermine the good practice and culture of Continuous Improvement that is synonymous with DSAT and DHALI/B. It is possible to prevent confusion amongst recruits and trainees by detailed explanation of Robust Training aims and objectives during induction and regularly thereafter. Trainers should have the principles of Robust Training explained to them during their selection cadre and again when they join the training establishment. Where inexperienced staff or trainers are expected to apply Robust Training techniques they should be mentored and supervised.

### **Examples of robust training factors**

10. Ideally, Robust Training should not be confined to specific and stand-alone events; it should be all pervasive, coherent and progressive throughout all phases of training. In its most basic form, Robust Training may simply be reflected through the setting of unremitting high standards by staff, trainers and support people.

11. The following pressures could contribute to training being classified as robust. The list is not intended to be prescriptive but, rather, provide guidance. Equally, the list is not exhaustive and it should be read in conjunction with the points made above. Some examples of Robust Training activity are at Annex A. This list is intended to be illustrative rather than exhaustive.

a. **Psychological pressures:**

- (1) Rapidly and or frequently changing priorities.
- (2) Introduction of extra information or introduction of situations in which there is incomplete information.
- (3) Reduction in time allocated for a task.
- (4) Dislocation of expectations.
- (5) Enhanced perception of danger/risk and consequence of failure.
- (6) Realistic simulation of operational challenges and operational 'friction.'
- (7) Significantly increased responsibility.

b. **Physical pressures:**

- (1) Environmental factors – heat/cold/wet/darkness.
- (2) Exertion and physical effort.
- (3) Tiredness/controlled sleep deprivation.

### **Governance**

12. It is a requirement that training events that incorporate a robust element or that seek to achieve a greater level of resilience through the application of pressures (stated above) be appropriately governed. Commanders should therefore ensure appropriate governance procedures are in place and that such training is regularly scrutinised through 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> party assurance procedures. All Robust Training should be linked directly to a specified TO as laid out

in the OPS, issued by the TRA. Training Delivery Authorities (TDAs) should be aware of all Robust Training events that take place in their training establishments, ensure that they are appropriate and proportionate to the training outcome, controlled and fully integrated into the core syllabus, and delivered in an entirely transparent manner.

## **Training**

13. Trainers and staff engaged in any aspect of Robust Training are to be suitably briefed as to the aim and desired outcomes of the training events, as well as supervised where appropriate. In addition, the Defence College of Training Support (DCTS) run the Defence Train the Trainer (DTTTv2) and the Defence Trainer Supervisor courses that all training staff, but most particularly those engaged in the design and delivery of Robust Training need to attend.

Annex:

A. Robust Training Examples.

## Annex A to Pt 2, 1.3: Robust Training Examples

Ser	Activity	Purpose
1	Realistic Operational Employment Scenarios in Challenging Environmental Conditions	Develop ability to conduct role-related duties under demanding conditions. Develop physical and mental resilience and team-work
2	Assault Course/Trim trail/Cross Country Steeplechase	Development of physical fitness, mental resilience, generic military skills and, where it is a team effort, teamwork
3	Immediate Response to Realistic Casualty Scenario (eg, from Improvised Explosive Device or Indirect Fire, and Casualty Evacuation)	Teamwork, First Aid and planning skills, physical fitness, mental robustness, force protection skills under duress
4	Battle PT	Physical fitness and mental resilience
5	Military skills competition	Navigation/shooting/physical fitness/First Aid
6	Damage control/fire simulation/vehicle recovery in arduous conditions	Development of teamwork, physical and mental resilience, and physical courage
7	Water crossing	Develop teamwork and planning skills
8	Tactical river crossing	Develop teamwork and planning skills in a tactical setting
9	Unarmed combat/martial arts/milling.	Physical fitness and mental toughness
10	Public order training	Develop self-discipline, team-work and physical courage
11	Demanding Adventurous Training exercises to generate fear and fatigue	Develop character, leadership in real situations, physical fitness, moral and physical courage, self-discipline, self-reliance, team-work and team cohesion
12	Bayonet fighting	Develop aggression, physical courage and physical fitness