![Ministry of Defence]

Joint Doctrine Publication 1-05
Personnel Support for Joint Operations

Third Edition

Joint Doctrine Publication 1-05

Personnel Support for Joint Operations

Joint Doctrine Publication 1-05 (JDP 1-05) (3rd Edition),
dated July 2022, is promulgated as directed
by the Chiefs of Staff

Director Development, Concepts and Doctrine Centre

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Foreword

Delivery of success on joint operations is essential to the Defence purpose. Furthermore, people lie at the heart of operational capability, meaning that Defence must attract and retain the right numbers of capable, motivated individuals to deliver Defence outputs. This dependency upon our people requires Defence to maintain a credible and realistic offer that earns and retains their trust. Deployment on operations is for many the pinnacle of their service, the very reason they joined and stay, but it can also have a significant impact on them and their families. We therefore need focused personnel support measures for deployed operations, where necessary encompassing the whole force and including families where appropriate, which apply to all stages of deployed operations; during preparation, sustainment throughout deployed operations, until recovery activity has concluded. The world and workplace continue to change, so Defence has to remain flexible, adapt to unpredictable events and, as a result, be prepared to deploy our people quickly and effectively. It is therefore imperative that personnel support systems, processes and activities are equally agile and efficient.

This joint doctrine publication provides the necessary guidance and practical understanding of what is required to deliver the moral component of fighting power; to support and sustain the whole force in ways that ensure their physical and mental requirements are addressed.

Lieutenant General James Swift OBE
Chief of Defence People

Preface

Purpose

1.   Joint Doctrine Publication (JDP) 1-05, *Personnel Support for Joint Operations*, 3rd Edition, guides operational commanders and planning staff in understanding joint personnel support. It covers key aspects of support activities for personnel deployed on operations overseas and in the UK.

Context

2.   People are fundamental to sustaining fighting power and maintaining national resilience, and this is enabled during operations through personnel support. This JDP recognises that personnel support, although coordinated by the Joint Task Force Headquarters and normally carried out by the Joint Force Logistic Component or national support element, is largely delivered by the front line commands.

Scope

3.   JDP 1-05 describes personnel support at the strategic, operational and tactical levels of operations, outlining why a joint personnel support framework is needed and how it is planned and employed. JDP 1-05 acknowledges the whole force approach and outlines the responsibilities of commanders and the joint operational staff for supporting personnel deployed on operations at home and overseas. Where appropriate, JDP 1-05 signposts the relevant specialist joint Service publication.

Audience

4.   The guidance contained in this JDP is applicable across all operations: in the homeland, undertaking persistent engagement and crisis response, as well as warfighting overseas. It is pertinent to be read by commanders and their staffs.

Structure

5.   JDP 1-05 has five chapters. The contents of each chapter is outlined below.

   a.   **Chapter 1 – Introduction.** Chapter 1 introduces personnel support for joint operations. It outlines the moral component of fighting power and re-emphasises the whole force approach. This chapter also describes personnel support activities, the delivery of personnel support and command and control.

   b.   **Chapter 2 – Personnel support activities.** Chapter 2 outlines the key supporting functions that are relevant to personnel support for joint operations.

   c.   **Chapter 3 – Preparing, planning and projecting.** Chapter 3 outlines the key factors that commanders and staff must take into account when preparing, planning and projecting personnel support for joint operations.

   d.   **Chapter 4 – Sustaining personnel support.** Chapter 4 outlines personnel management to ensure that operations are sustained by trained and motivated personnel. It also covers casualty and compassionate management and mortuary affairs.

   e.   **Chapter 5 – Recovering combat power.** Chapter 5 describes operational recovery and the importance of managing personnel once their contribution to operations is over.

Linkages

6.   JDP 1-05 should be used in conjunction with Allied Joint Publication (AJP)-3, *Allied Joint Doctrine for the Conduct of Operations* and AJP-5, *Allied Joint Doctrine for the Planning of Operations* for greater detail on the preparation and employment of the physical component. AJP-3.13, *Allied Joint Doctrine for Deployment and Redeployment* also describes considerations around the movement of the whole force to and from operations.

Contents

Chapter 1

Chapter 1 introduces personnel support for joint operations. It outlines the moral component of fighting power and re-emphasises the whole force approach. Chapter 1 also describes personnel support activities, the delivery of personnel support and command and control.

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We have world-leading Armed Forces, full of high-quality women and men, Regulars and Reservists, backed by their ever-supportive families and our civil servants, and with a precious and privileged position in the heart of the nation. We need to retain that special place.

"

Admiral Sir Tony Radakin KCB ADC, Chief of the Defence Staff, Royal United Services Institute lecture, December 2021

Chapter 1

Introduction

Section 1 – Personnel on operations

1.1.   Military capability is delivered by people. Success on operations overseas and the Ministry of Defence's (MOD's) contribution to national security and resilience at home demands sufficient trained, equipped and motivated personnel. Achieving this throughout an operation, including activities to generate, deploy, sustain, recover and recuperate, demands good leadership and effective personnel support. This includes all functions and activities undertaken for the effective and efficient employment, health and well-being of personnel.[1] It also enables and assists Regular, Reserve, Civil Service and contractor personnel – described collectively as the whole force – whether they be deployed overseas on an operation, supporting operations remotely or on resilience operations at home.

1.2.   The components of fighting power are covered in detail in Joint Doctrine Publication (JDP) 0-01, *UK Defence Doctrine* with 'personnel' recognised as a Defence line of development. People enable the creation of military effect through a combination of the physical, conceptual and moral components. Personnel support maintains the terms and conditions of service that underpin the moral component of fighting power. Balancing the components of fighting power throughout the operational cycle of force generation, deployment, sustainment, recovery and recuperation is essential to maintain the effectiveness of both the force and the individual. Personnel support provides the processes to assist the commander in achieving this.

> a.   **Physical component.** The physical component provides the means to operate and fight and is delivered through the Defence force development process. Defence lines of development provide a common range of essential factors to support force development, and personnel is a key aspect. Pre-deployment training is essential to ensure personnel are ably prepared for their role. Physical training, adventurous training and sport all enable the levels of stamina and fitness required

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1   It does not include, but is closely linked with, the health care functions of the Defence Medical Services.

on operations. The physical component is maintained during operations through in-theatre training.

b. **Conceptual component.** The conceptual component provides a framework of thinking within which military personnel can develop understanding about both their profession and the activities they may have to undertake. The ability to apply doctrinal principles and previous education and training, in a manner appropriate to the situation, allows the conceptual component to enhance fighting power.

c. **Moral component.** The moral component focuses on our willingness to fight. Personnel support assists commanders in maintaining the morale of personnel on operations and strengthens their own position as a leader.

Section 2 – The moral component

1.3.   The moral component is about establishing and sustaining our people's will, ultimately, to fight. Warfare is a human activity and whilst equipment, technology, training and doctrine may confer significant advantage, it is the moral component, and the morale of the force in particular, that will often prove decisive. To achieve our tasks, personnel with the highest degree of commitment, self-sacrifice, forbearance and mutual trust are required. In return, they must receive good equipment, effective organisation, structured training and strong leadership.

1.4.   Military service is unique in that Service personnel are required to:

- operate across a complex spectrum of activity;
- cooperate with allies, partners and host-nation organisations under the scrutiny of government, society and the media, both at home and abroad;
- be available to deploy in support of UK government policy;
- consent to hard and realistic training, authority and sound discipline;
- acknowledge the political and legal responsibilities of our actions; and
- accept a potentially unlimited liability to lay down their lives in the service of the nation.

Personnel support activities enhance the moral component so that Service personnel are best placed to perform the operational aspects of being in the Armed Forces.

Morale

1.5.　Leaders are responsible for the morale of those they lead and the maintenance of morale is a principle of war. It is delivered through three mutually supportive elements, as illustrated in Figure 1.1.

Belief

Fight for
a cause

Professionalism
and pride in
one's ability

Fair
deal

Inspire
the will
to fight

Challenging
targets

Deployment
welfare support

Right kit,
right task

Credibility

Material

Figure 1.1 – Morale

1.6.　Leadership, followership, culture, integrity and motivation underpin the unique moral cohesion without which UK Armed Forces would not have the determination to succeed. Understanding how morale can be influenced through these elements, and how they interact, is an important aspect of identifying how commanders can inspire the will to fight. Commanders should consider all three elements in detail.

    a.　**Belief.** An individual's belief that what they are doing is right is fundamental to morale. That viewpoint may arise from personal beliefs, knowledge of national support or the desire to do right by their colleagues.

b.   **Credibility.** As well as being relevant to the operation, tasks must be seen to be worthwhile, even if menial. Personnel will expend great effort, providing that activity is in support of the overall aim. Nugatory work or superficial activity is likely to result in falling morale. Credibility is also a personality trait, built on honesty, integrity and competence; credibility develops trust and people will follow leaders they trust.

c.   **Material.** The balance between absolute trust in the leader's purpose and acceptance that a fair deal is being gained is achieved through the material return to the individual.

Section 3 – The composition of the force

1.7.   The fundamental principles that influence the force mix are known as the whole force approach. This ensures that Defence goals are achieved by high-performing, fully integrated, well-led teams of capable and skilled people drawn from our Regular and Reserve UK Armed Forces, the Civil Service and contractors. Some challenges still apply to managing the whole force and may inevitably limit the full benefits that would be possible. Examples of these include:

- political – for example, limitations on the numbers of civilian and military personnel;

- procedural – rules and regulations that apply to the employment of different categories of people; and

- cultural – the nature of the relationship between the MOD and contractors.

Single-Service differences

1.8.   Commanders should be aware that there are some single-Service differences in personnel management styles and procedures, and cultural differences in the deployed workforce. These reflect each Service's own unique customs, traditions and working practices. However, the starting point should be one of parity of treatment wherever possible as any unjustified differences will erode morale. In joint operations, commanders may have to balance expectation and address any perceived disparity in treatment.

Each Service has its own unique customs, traditions and working practices

Reserves

1.9.   Reserve Forces play a key role when Regular Forces cannot be committed to fulfil all requirements of an operation at home or overseas. The fundamental purpose of the Reserve Forces is to:

- support each Regular Force when it is operating at, or beyond, its declared maximum effort;

- provide augmentation and resilience – either in significant numbers or in specialist roles; and

- connect, integrate with and influence the community it is working alongside.

1.10.   The nature and strength of the Reserve Forces varies between the three Services. The *Reserve Forces Review 2030* will see an overhaul of the Reserve Forces framework, but there are currently several different types of Reserve

Service in use (all are subject to the Reserve Forces Act 1996) until the new design is established.[2]

a. **Volunteer Reserve Forces.** The Volunteer Reserve Forces comprises civilians who accept an annual training commitment and a liability to call-out for mobilised service; this includes the Royal Navy Reserve, Royal Marine Reserve, Army Reserve and the Royal Auxiliary Air Force. The willingness to be mobilised requires the individual's agreement and consultation with their employer.

b. **Regular Reserve.** The Regular Reserve comprises ex-Regular personnel who, on leaving, retain a liability to call-out. In some limited and specific circumstances, volunteer civilians also serve in the Regular Reserve.

c. **Sponsored Reserves.** Sponsored Reservists are employees whose employers have an agreement with the MOD (usually a contract) to provide support services and they are members of a Reserve Force in a special sponsored Reserve category. Sponsored Reserves can have specific characteristics.

o Sponsored Reserves have special liabilities for Reserve Service, training and call-out.

o The contractor will be responsible for employing sufficient employees to meet the MOD's requirements.

o Terms and conditions of service are based on those for conventional volunteer Reservists but modified to take account of the special liabilities and commercial relationships involved.[3]

o Although Sponsored Reserves are not called out under the authority of a call-out order, the call-out must be authorised by the Secretary of State for Defence or delegated authority.

d. **Full Time Reserve Service.** Full Time Reserve Service is a period of service (generally between six months and four years) undertaken by

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2 Reinforcement, operational and strategic Reserves.
3 Army Sponsored Reserves are paid directly by the contracting company, not via Joint Personnel Administration (JPA); however, they do receive the benefits of the deployment welfare package.

Reservists in a designated appointment on a full-time basis. There are three categories of commitment: full, limited and home commitment. Those serving on limited or home commitment would have to be mobilised to deploy on operations.

e.   **Additional Duties Commitment.** Reservists may volunteer for formal part-time work for a specified duration up to a maximum of 180 days (including leave) in a 12 month period.

f.   **Volunteer ex-Regular Reserve.** Using the skills and experience gained from service within the Regular Forces, Volunteer ex-Regular Reserve (VeRR) personnel can be mobilised to deliver specific outputs.

Deployed civil servants

1.11.   The MOD deploys significant numbers of civilians each year, directly supporting those on operations. MOD civil servants work alongside our Armed Forces personnel in theatre, often performing specialist roles (for example, specialist finance or commercial roles). While deployed, most civilians sit within the military chain of command. The commander of any deployed force has overall responsibility for the conduct and safety of all MOD civilians deployed within their formation. The senior civilian manager in theatre, usually the Civil Secretary (CIVSEC), reports in the first instance to the deployed commander, although they will have a dual reporting chain and will often report on policy matters to Permanent Joint Headquarters (PJHQ).

1.12.   When deployed, the CIVSEC undertakes the day-to-day management of the civilian component, which includes carrying out typical duty of care responsibilities. The CIVSEC may wish to escalate serious issues to the deployed commander. Additionally, the commander can (and should) intervene on any issue where they believe it is having an adverse effect on operational effectiveness and/or the safety and security of the

MOD civil servants work alongside our Armed Forces personnel in theatre

deployed formation. In the event of an emergency, MOD civilians are to follow the orders and advice of military colleagues.

1.13.   **Support to Operations.** The civilian Support to Operations (S2O) team in PJHQ coordinates personnel support arrangements for deployed MOD civil servants. Civil servants from other government departments remain the responsibility of their parent department. MOD civilians receive theatre-specific pre-deployment training and are then tracked into theatre. Once in theatre, MOD civilians are manually tracked by J1 (personnel) staff and the in-theatre CIVSEC.

Contractors on deployed operations

1.14.   The policy for contractors on deployed operations is detailed in Joint Service Publication (JSP) 567, *Contractor Support to Operations*. In addition, Defence Condition 697, *Contractors on Deployed Operations*, details the contractual terms and conditions of service. Defence Standard 05-129, *Contractors on Deployed Operations: Processes and Requirements* details the standards, processes and procedures to affect delivery of services to military commanders on the ground.

Section 4 – Personnel support activities

1.15.   Personnel support has close links with other combat service support functions, especially movements, medical support and real life support. Personnel support for operations staff are responsible for the following functions.

- **Administration** – including personnel tracking, pay and allowances, appraisal reporting, honours and awards, cashier services, discipline, Service inquiries and captured, interned and detained persons tracking.

- **Welfare** – including connection with the home base, entertainment, access to retail facilities, operational fitness provision and pastoral care.

- **Casualty and compassionate management** – including compassionate travel, aeromedical evacuation and repatriation of the deceased.

- **Operational stress management** – including trauma risk management records, operational stress management records and decompression.

A key element in delivering the moral component is providing personnel support to all those on operations, which includes elements such as fitness provision and entertainment

Section 5 – Delivering personnel support

Delivery method

1.16.   A key element in delivering the moral component is providing personnel support to all those on operations. To achieve this, personnel support should be delivered as far forward as is operationally possible, while recognising the merits of minimising the number of personnel in theatre.

Maximising personnel support

1.17.   Personnel support functions from different units should be combined into a joint organisation wherever possible. This minimises the number of personnel support staff and allows cross-fertilisation of ideas and experience. Reachback[4] to additional specialist support should be provided through the operational headquarters. This is particularly important for disciplinary, terms and conditions of service, and allowance issues where rules may vary between the Services, deployed civil servants and contractors.

4   Reachback is the term used to describe the ability to communicate directly back to headquarters and other capabilities in the UK.

Section 6 – Command and control

Strategic-level command and control

1.18.   The UK's command and control framework defines authority and supports command decision-making.[5] It enables staff to communicate personnel priorities and other instructions to subordinates and other organisations to then execute. To provide the necessary level of personnel support to the joint task force commander, or joint military commander, processes for exchanging personnel information and a clear understanding of authority between deployed units and the strategic base must be established.

1.19.   The Defence Crisis Management Organisation (DCMO) provides the UK government with military advice and it is the MOD's collective body for the overall management of crises and the higher direction of operations. At the strategic level, command and control mechanisms will usually be conducted via the DCMO between PJHQ for overseas operations and Headquarters Standing Joint Command (UK) for national resilience operations.

Operational-level command and control

1.20.   Front line commands are responsible for delivering the necessary forces for the operational commander. Single-Service chiefs retain full command responsibility for their own personnel. Full command is defined as: the military authority and responsibility of a commander to issue orders to subordinates.[6] This is distinct from operational command exercised by the operational commander. At the operational level, commanders should understand that:

- arrangements for command and control of personnel will be adjusted to suit the situation;

- extensive operational commitments will most likely require augmentees;

- a scalable joint task force headquarters (JTFHQ) may be formed for overseas operations or a joint military commander may be stood up for UK resilience operations;

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5   See Allied Joint Publication-3, *Allied Joint Doctrine for the Conduct of Operations*, paragraph 1.78 for more details on degrees of authority in operations.

6   Note: The term 'command' as used internationally, implies a lesser degree of authority than when it is used in a purely national sense. No NATO [North Atlantic Treaty Organization] or coalition commander has full command over the forces assigned to them since, in assigning forces to NATO, nations will delegate only operational command or operational control. NATOTerm.

- a single integrated headquarters or individual component commanders will be employed as appropriate;

- a deployed personnel support element may be required in a Joint Force Logistic Component Headquarters (JFLogCHQ); and

- multinational operations will have a UK national contingent component and national support element, responsible for UK personnel support.

Command and control of personnel

1.21.   The operational commander will have a designated deputy chief of staff, or assistant chief of staff J1/J4 (Logistics), to direct personnel planning and provide personnel advice. There is no single model for the command and control of personnel and a range of models may be employed. In small-scale operations of limited duration, the core J1 staff will retain a high degree of centralised control, including both operational- and tactical-level personnel issues.

1.22.   As the complexity or duration of an operation increases, the relevant headquarters staff may be augmented by specialist J1 staff to provide 24-hour staff coverage and the full spectrum of J1 staffing requirements. Additional J1 staff could be drawn from front line commands or other MOD organisations. This could include deployed MOD civilian specialists recruited via the S2O programme. Larger-scale operations may require augmentation to both the operational headquarters J1 staff and devolved, tactical-level personnel administration teams.

Component commanders

1.23.   Component commanders are normally delegated operational control of assigned forces, although in certain circumstances the operational commander may only grant tactical command.[7] The operational commander will establish the command relationships and division of responsibilities between component commanders. There are likely to be additional personnel tasks at theatre level, especially in multinational operations where responsibility for the various personnel elements must be clearly set out in agreements between troop contributing nations.

7   As is common in UK operations.

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The J1 cell may be responsible for operational location actions for deployed personnel

Requirement for a personnel support element of the Joint Force Logistic Component

1.24.   A JFLogCHQ is likely to be deployed when the scale or complexity of the operation exceeds the capability of the operational headquarters J1/J4 staff. It may include a specific personnel support element that will coordinate personnel support between components. A JFLogCHQ has a dual role, looking forward to provide personnel support to the components and looking back to monitor personnel activities from, and in, the strategic base. Using a JFLogCHQ to undertake the more practical aspects of operational and tactical personnel support will allow the operational headquarters J1 staff to concentrate on the critical personnel factors affecting the campaign plan.

UK personnel support in a national contingent headquarters

1.25.   Where the UK operates as a partner in a coalition force, a national contingent commander or Commander British Forces will be appointed. UK components will normally remain within the overall UK command system, although the UK national contingent commander may not have tactical authority over UK contingents embedded within larger coalition components. Administration of UK personnel remains a national responsibility at all times.

The national contingent commander's headquarters will normally have a J1 cell to oversee UK personnel arrangements. The J1 cell may be responsible for:

- undertaking operational location (OPLOC) actions for deployed UK personnel;

- delivering theatre-level J1 services to the deployed force;

- providing direction and policy advice to a UK JFLogCHQ and UK personnel embedded in other components; and/or

- liaising with coalition partners at the operational level.

National support element

1.26.   The national support element (scaled to size depending on the national context) provides the national personnel support focus for the operational headquarters within a multinational operation. Given that the majority of operations are conducted in a multinational context, a national support element is likely to be the enduring successor organisation to the JFLogCHQ for the life of an operation.

a.   The national support element delivers a coordination and liaison function between the UK and other deployed coalition forces. The operational commander will require command of appropriate force elements to deliver its outputs.

b.   National support elements normally consist predominantly of individual augmentees and are tailored to operational requirements. It is, however, possible to use a formed headquarters as the core of the national support element.

Tactical-level command and control

1.27.   Responsibility for all aspects of our deployed personnel's well-being remains with the relevant commanding officer. Support for this role is provided by specialists within the unit and the operational command headquarters. Levels of external assistance will depend on resources available within units and the extent of personnel support requirements. As circumstances change, the command chain must be kept informed to ensure appropriate resources are made available.

Role of the operational commander

1.28.   Operational commanders are responsible for providing personnel support to those they command. They must understand personnel support arrangements across their area of operations, identify any shortfalls and provide solutions to fix them where possible.[8] A personal interest in delivering personnel support will encourage efficient delivery and provide clear evidence of the commander's interest in their personnel's welfare.

Key points

- Military capability is underpinned by people.

- Equipment, technology, training and doctrine may confer significant advantage, but it is the moral component, and the morale of the force in particular, that will most often prove decisive.

- A whole force approach will ensure that Defence's goals are achieved by high-performing, fully integrated, well-led teams of capable and skilled people drawn from our Regular and Reserve UK Armed Forces, the Civil Service and contractors.

- The MOD deploys significant numbers of civilians each year, directly supporting our Armed Forces on operations.

- The commander of any deployed force has overall responsibility for the conduct and safety of all MOD civilians deployed within their formation.

- The overriding principle should be one of parity: any unjustified difference in the treatment of deployed personnel will erode morale.

- Personnel support has close links with other combat service support functions, especially moving personnel, medical support and real life support.

- Personnel support should be made available as far forward as is operationally possible.

- There is no single model for the command and control of personnel and a range of models may be employed.

- Operational commanders are responsible for providing personnel support to those they command.

- Commanders must understand personnel support arrangements, identify any shortfalls and provide solutions to fix them where possible.

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Chapter 2

Chapter 2 outlines the key supporting functions that are relevant to personnel support for joint operations.

2

" …as we look into the future, an age in which the dangers are changing and growing, we will depend on our people more than ever. So we must look after them, like never before. "

Penny Mordaunt MP, then Defence Secretary, addressing the Land Warfare Conference, 2019

Chapter 2

Personnel support activities

Section 1 – Joint Personnel Administration

2.1.   Joint Personnel Administration (JPA) is the tool for the human resources administration of Service personnel. JPA processes include pay and allowances, career management, absences, leave, mobilisation and management of establishments. In the deployed environment, online JPA is supplemented by the offline JPA application. This provides a subset of functionality and locally cached data to allow users to continue interrogating and updating records.[9]

Section 2 – Operational location

2.2.   An effective arrivals process is essential for personnel administration and to support JPA interfaces. The operational requirement for tracking personnel[10] deployed on operations is delivered through the JPA Move and Track function known as operational location, with policy detailed in Joint Service Publication (JSP) 756, *Operational Movements and Tracking*. Operational location activity:

- enables joint operational headquarters and single Services to track the location of individuals on operations; and

- identifies the individual's unit and, once deployed, their medical status, including exposure to significant environmental hazards and health risks and the precautions taken, such as vaccinations, to mitigate such risks.

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9   Offline JPA does not have the same number of processes as the online version. The features common to both the online and offline JPA are designed to make them familiar to users. There is no self-service functionality in the offline version, nor can work be shared between users. The latest versions of the JPA, joint Service publications (JSPs), business process guides (BPGs) and the *JPA Pocket Guide to Deployed Administration* should be consulted before deploying.
10 This comprises all eligible Regular and mobilised Reserve Service personnel, Ministry of Defence (MOD) and designated other government department civilians, foreign exchange personnel and any contractor support to operations employees.

2.3.   When it is available, commanders can use tracking information held in JPA to manage personnel and identify their status.[11] Units are responsible for recording arrival in theatre and any onward movement. Figure 2.1 shows the division of responsibilities in theatre between operational location teams and unit administrative staff. This division of responsibilities ensures that:

- an individual's location is updated quickly so the personnel report will be as accurate as possible;

- action taken by operational location staff will be identical for each person arriving; and

- visitor arrivals are recorded by the operational location staff so their own human resources staff can adjust allowances on return.
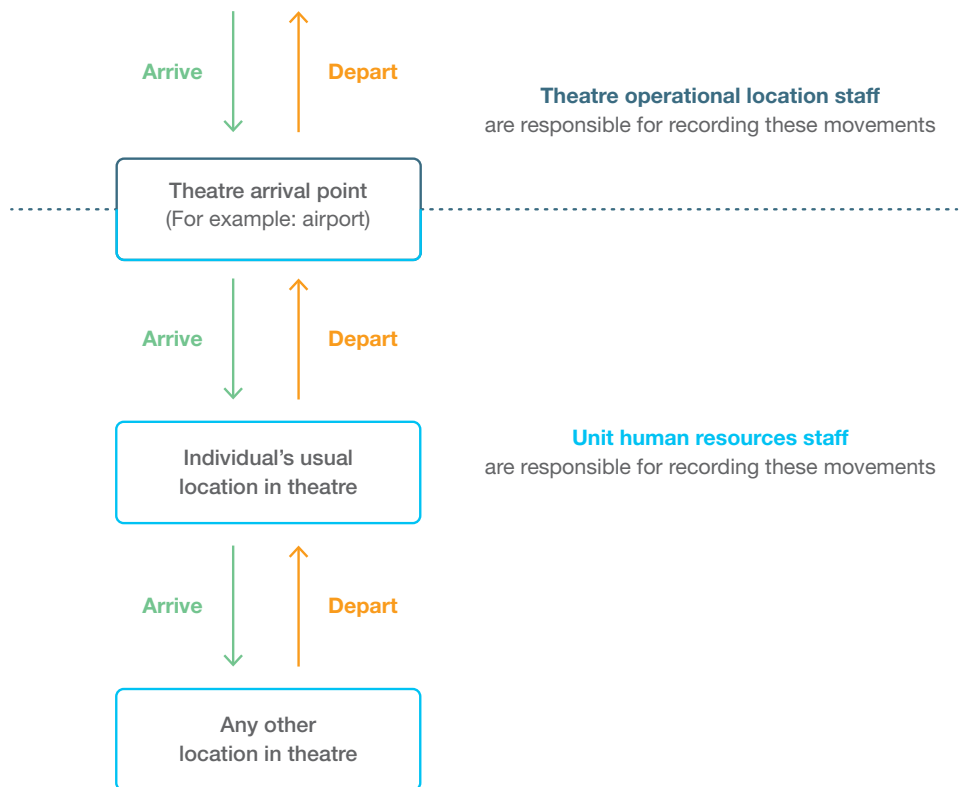

Figure 2.1 – Operational location responsibilities in theatre

11 Due to the nature of some overseas operations, a functioning J1 system may not be in place. In such instances, Permanent Joint Headquarters (PJHQ) J1 staff will advise.

Command and control

2.4.   Permanent Joint Headquarters (PJHQ) J1 (Personnel) is responsible for coordinating JPA operational location within operational teams and produces Chief of Joint Operation's (CJO's) personnel report. Headquarters Standing Joint Command (United Kingdom) (HQ SJC(UK)) is responsible for coordinating JPA operational locations for most UK operations and military aid to the civil authorities (MACA) activity.

a.   The overseas deployed headquarters is responsible to the operational headquarters for implementing JPA operational location in the joint operations area and for the accuracy of the data in the personnel report. Implementation is normally delegated to the Joint Force Logistic Component Headquarters or a national support element, where one exists.

b.   The Joint Force Maritime Component Command is responsible for recording the operational location of all personnel in ships entering or leaving the joint operations area, including all joiners, leavers and visitors. This excludes submarines that do not dock within the joint operations area.

c.   HQ SJC(UK) is the operational-level headquarters responsible for the delivery of most UK operations and MACA tasks. It is responsible for implementing operational locations and sets the framework for J1 for each task. The tactical implementation of J1 is delegated to the relevant joint military commander.

Responsibilities

2.5.   The deployed headquarters is responsible for the following operational location functions. These may be carried out by Joint Force Support Headquarters or a national support element.

- Maintaining the operational location for all in-theatre personnel.

- Tracking of casualties, which is usually recorded through the Defence Patient Tracking Cell; casualties (including captured, interned or detained persons) are to be tracked as early as possible from point of wounding until return to duties or return to UK.

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- Tracking of captured persons following guidance in Joint Doctrine Publication (JDP) 1-10, *Captured Persons*.[12]

- Ensuring the correct roles and responsibilities for personnel with operational location responsibilities are maintained by instructing and training operational location teams in theatre, and providing arrivals process assurance.

- Making sure environmental health risks identified by J4 medical environmental health staff are recorded in JPA by the J1 operational location cell.

2.6.   Defence Business Services has a key a role in the provision of JPA on operations. They are responsible for providing:

- arrangements for the long-term archiving of all operational location information recorded on JPA;

- JPA technical support to operational teams;

- amendments to the JPA Move and Track 24-hour operational locations, following notification by the relevant operational headquarters; and

- the Prisoners of War Information Bureau.

Application at key stages

2.7.   **Prepare.** The daily preparation of the personnel report and the accuracy of operational location data underpins many J1 activities. Therefore operational location planning needs to determine which personnel (civilians, deployed contractors and others) are to be included and then robust systems must be considered for personnel tracking as part of the operations planning process.

2.8.   **Project.** For overseas operations (and applicable to UK-based operations), personnel may arrive into an operational theatre by a variety of means. Timely recording of initial arrival allows personnel to disperse from their point of disembarkation in good order. In the expeditionary phase of an operation, the operational commander must ensure that sufficient J1 support is deployed

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12 See JDP 1-10, *Captured Persons*, 4th Edition, Chapter 4, Section 5 – The National Information Bureau.

to allow operational location functions to be effective immediately on arrival. The in-theatre operational location team will record a change to an individual's 24-hour Move and Track location, and record eligibility for allowances.

2.9.   **Sustain.** Maintaining accurate tracking records enables effective personnel control within the joint operations area. Commanders should be aware that accurate operational location actions will generate detailed information on:

- permanent arrivals in theatre;
- visitors to theatre;
- personnel movement within theatre;
- temporary absence from theatre; and
- permanent departure from theatre.

2.10.   **Redeploy.** Accurate operational location recording for personnel leaving theatre is essential to ensure appropriate dismounting and amendments to leave and allowance entitlements. On cessation of an operation, the in-theatre commander must ensure that they retain the ability to conduct operational location actions until all personnel have left the operational theatre.

Medical tracking mechanisms

2.11.   Within a medical treatment facility (Role 2 (enhanced) or higher)[13] casualties will be tracked, as well as using hospital-specific casualty tracking capabilities. If a patient is not within a UK treatment facility then the local commander must ensure that appropriate operational location action is taken on their behalf.

Section 3 – Optional Protocol II to the United Nations Convention on the Rights of the Child

2.12.   Optional Protocol II to the United Nations Conventions on the Rights of the Child has a direct impact on the deployment and employment of Service personnel under the age of 18 in theatre. At the signature of the Optional

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13 See Allied Joint Publication (AJP)-4.10(C), *Allied Joint Doctrine for Medical Support* (with UK national elements) for an explanation of the roles.

Protocol, the UK entered the following declaration with the United Nations Secretariat.

> The United Kingdom 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 personnel.

2.13.   Members of the UK Armed Forces under the age of 18 are not routinely to deploy from the UK on operations. If there is, or it is considered likely that there will be, an escalation in tension/hostile activity and there is a possibility that a unit will take a direct part in or be put at significant risk by hostilities, personnel under the age of 18 are to be returned to the UK or moved to a temporary place of safety.

Section 4 – Discipline

2.14.   Disciplinary principles are laid down in the Armed Forces Act 2006 and subsequent amendments, as well as the Reserve Forces Act 1996. These Acts are supplemented by subordinate legislation, as set out in the *Manual of Service Law*.[14] The overarching principle is that the Service discipline system should be swift, fair and support operational effectiveness. The key principles when applying discipline are as follows:

- commanding officers should be able to exercise their disciplinary powers over all personnel under their command;

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14 See JSP 830, *Manual of Service Law*, Version 2.

- commanding officers should deal with one single-Service higher authority in relation to the handling of disciplinary cases – this higher authority will be the lead Service for the subsequent handling of the case; and

- irrespective of which disciplinary chain deals with a case, the disciplinary effect should be the same.

Disciplinary powers

2.15.   Discipline is a full command responsibility and remains so regardless of the identity of the operational commander, who must be satisfied that arrangements are in place to ensure that discipline is efficiently administered to support operational effectiveness. Commanders must note that administrative action does not necessarily follow the same chain of command as disciplinary action. Whilst minor administrative action is tri-Service,[15] major administrative action is dealt under the relevant single-Service policy[16] and advice must be sought from the relevant single-Service command chain.

Joint commander's/in-theatre commander's authority

2.16.   All Service personnel should have a clearly identified commanding officer who is responsible for maintaining good order and discipline on operations. On small-scale operations the in-theatre commander may also be the commanding officer. On larger operations there will usually be more than one commanding officer, sitting below the in-theatre commander. In this case the in-theatre commander will usually not be a commanding officer for discipline purposes themselves, but may be the higher authority. Discipline chains of command should be clearly identified and promulgated in operational staff work. Legal support to the commanding officer will ordinarily be provided by the single-Service legal branch of the identified higher authority. Where the most appropriate chain of disciplinary command is not obvious, this matter should be resolved between the relevant operational commander and the single Services.

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15 See JSP 833, *Minor Administrative Action,* Version 2.2.
16 Royal Navy – Book of Reference (BR) 3, Volume 1, *Naval Personnel Management.* British Army – Army General and Administrative Instructions (AGAI), Chapter 67, Administrative Action. Royal Air Force – Air Publication (AP) 3392, Volume 4.

Jurisdiction

2.17.   A clear understanding of jurisdiction is critical when personnel are deployed to a foreign territory. It is usually an integral section within a status of forces agreement/memorandum of understanding and will vary from theatre to theatre. Jurisdictional provisions determine who has authority to exercise discipline or criminal jurisdiction over personnel accused of misconduct while deployed. The rules may differ depending upon whether the accused is a Service person, civil servant or contractor. The provisions will determine whether and when the sending state or host nation have exclusive jurisdiction or, in the event of concurrent jurisdiction, primacy of jurisdiction. The provisions will determine who can arrest, detain, prosecute and sentence the accused. Commanders must understand the jurisdictional rules in theatre. Potential problems may arise in countries that criminalise behaviour that is legal in the UK, such as homosexuality, close proximity or consuming alcohol. Specialist, theatre-specific J1, J9 (Legal, medial and policy) and legal advice should also be obtained in relation to jurisdiction on a case-by-case basis.

Section 5 – Deployment welfare support and recreation

Policy

2.18.   Deployment welfare support policy is the framework within which the Ministry of Defence (MOD) provides both its military and civilian personnel with the fullest possible support to safeguard their psychological and physiological well-being, set against, and consistent with, the deployment environment and the availability of resources. A deployment includes operations, exercises and other deployments away from the permanent place of duty, including activities in the UK and involving entitled personnel.[17]

Effects

2.19.   Service welfare provision is primarily intended to manage the critical connection between welfare and operational effectiveness. Deployment welfare support is tailored for the specific circumstances of each deployment

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17 JSP 770, *Tri-Service Operational and Non-Operational Welfare Policy*, Part 1, Chapter 6, Paragraph 1.6.01 provides detail of qualification and provision process for the deployment welfare package and welfare grant for UK deployments (for example, MACA).

and is based around an effects-based approach, which seeks to achieve the following.

a. **Connect.** To enable deployed personnel to retain contact with family, friends and remain connected to their personal lives, and therefore find reintegration easier at the end of a deployment.

b. **Entertain.** To provide for the leisure and relaxation needs of deployed personnel.

c. **Sustain.** To maintain the wider physiological and psychological needs of the deployed personnel (and their families and friends). Examples may include: physical training equipment; retail; postal courier services; spiritual and pastoral support; home-based activity programmes for families and friends; and rest and recuperation periods.

Providing the deployed welfare package

2.20.   Planning the deployed welfare package is a J1 responsibility and derived through a structured estimate process led by the operational commander. Commanders and staff will need to determine the Service need that exists at each location, which may change according to the stage of a deployment or operation.

British Forces Broadcasting Service provide entertainment events in theatre

Operational stress management

2.21.   For most Service personnel, participation in operations is a positive experience. However, for some, such experiences are detrimental due to exposure to acute traumatic pressure and resultant post-traumatic distress. Operational stress management policies reinforce the message that:

- stress reactions are a natural consequence of military operations and all individuals, regardless of rank, age or gender are susceptible; and

- most stress reactions are entirely normal and manageable, particularly with the correct degree of support from superiors and peers.

2.22.   The MOD's operational stress management policy, which includes the Health and Safety Executive's six Management Standards approach, provides the framework for the single-Service policies on operational stress management.[18] The policy ensures operational stress management is delivered with consistency, as well as raising overall awareness of operations-related stress management.[19] An important activity is providing mental health and well-being briefings as part of the deployment cycle before, during and after operations.[20] Consideration should also be given to ensuring personnel outside of an overseas theatre, or committed to operations at home, but still creating operational effect have the same access to stress management.

2.23.   Commanders at all levels must make every effort to limit the potential for those under their command to suffer from psychological problems as a result of operations. Responsibility for identifying and supporting vulnerable individuals rests with the chain of command at every level, from the highest to the very lowest. Those most familiar with their personnel may be best placed to identify the early signs of stress.

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18 Commanders should constantly review individual Service's advice on stress management on operations.
19 Operational stress is part of the continuum of occupational stress for which further guidance is contained in JSP 375, *Management of Health and Safety in Defence*.
20 JSP 950, Part 1, Leaflet 2-7-1, *Mental Health and Wellbeing Briefing Before, During and After Deployment*.

Leisure and recreation

2.24.   Some degree of off-duty relaxation will be possible in all except the most intense operations. Commanders should consider the following factors.

> a.   Space for individuals to be able to relax supports their overall well-being. Expeditionary campaign infrastructure should be scaled to provide sufficient space for welfare purposes.

> b.   Leisure facilities for major operations are provided and staffed by the Expeditionary Forces Institute wherever possible, thus removing the need for ad hoc unit facilities. However, commanders retain the right to authorise units to make their own provision, particularly in the early stages of an operation. Decisions regarding the licensing and control of unit bars rests with commanding officers. Separate officers', senior non-commissioned officers' and non-commissioned officers' mess facilities should be established where possible.

> c.   Physical recreation enables personnel to maintain their physical fitness and provides a means for de-stressing. Group activities build team spirit and contribute to unit cohesiveness and thus operational effectiveness. To enable physical recreation, deploying operational fitness equipment and unit sports equipment should be considered. Security considerations permitting, much can be gained through sporting activity with local teams.

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Space for individuals to be able to relax supports their overall well-being

More enduring overseas operations are supported by theatre education centres

Section 6 – Through-life learning and personal development

2.25.   Access to education and personal development on operations helps prevent career repercussions for Service personnel and contributes to the moral component of fighting power. More enduring overseas operations are supported by theatre education centres, which, dependent on the whole force footprint, are set up as soon as possible in consultation with PJHQ and staffed by Educational and Training Services officers.

2.26.   The purpose of the theatre education centres is to deliver, or facilitate, a wide range of educational and operational support activities. These operational support activities might include providing cultural awareness or language training, teaching English to local nationals or enhancing the instructional capability of both UK and local security forces. As well as providing access to mandatory education, the theatre education centres may also offer funding advice, support and resources to assist personnel with their personal and professional development activities.

Key points

- JPA is the tool for the human resources administration of Service personnel.

- Personnel tracking informs operational commanders of the forces involved in an operation.

- The single Services are responsible for ensuring that the personal details of all personnel due to deploy to or visit operational areas are up to date on JPA.

- Casualties (including captured, interned or detained persons) are to be tracked from as early as possible from point of wounding until return to duties or return to the UK.

- JDP 1-10, *Captured Persons* is the UK doctrine covering all matters relating to captured persons.

- Members of the UK Armed Forces under the age of 18 should not routinely deploy on overseas operations.

- The MOD is committed to providing the fullest possible level of welfare support to Service personnel on operations to maintain morale.

- The MOD's operational stress management policy provides the framework for the single-Service policies on operational stress management.

- Disciplinary arrangements must be agreed prior to deployment and made clear in every mission directive.

- Some degree of off-duty relaxation should be facilitated wherever possible.

- Access to education and personal development on more enduring overseas operations helps prevent career repercussions and contributes to the moral component of fighting power.

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Chapter 3

Chapter 3 outlines the key factors that commanders and staff must take into account when preparing, planning and projecting personnel support for joint operations.

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The 'front' no longer lies
in some distant theatre of
operations, but is within the
port, airfield or barrack.

"

Integrated Operating Concept,
August 2021

Chapter 3

Preparing, planning and projecting

Section 1 – Force generation

Operational planning cycle

3.1.   The operational planning cycle combines the requirements, activities and resources necessary to generate, sustain and recover a force. Personnel are a fundamental part of this process. For more information on the operational planning cycle, see Allied Joint Publication (AJP)-5, *Allied Joint Doctrine for the Planning of Operations* (with UK national elements).

Force generation

3.2.   With the Ministry of Defence (MOD) moving to a more forward and engaged posture it brings a greater complexity to force generation activity. Force generation of military elements is the responsibility of the military commands[21] and involves the preparation, testing and, on orders, activation of forces. Force elements and individuals should be resourced, trained, maintained and equipped to theatre entry standard and should be capable of integrating with any joint force.[22] They are held at readiness states mandated by the departmental plan, through Service plans, reducing readiness as necessary in order to deploy.

Ministry of Defence departmental plan

3.3.   The MOD departmental plan sets the requirement for Defence outputs that align with the national security objectives. Top level budget holders are responsible for maintaining elements at the appropriate readiness to meet these requirements. Training and maintenance activity, together with associated logistic support and sustainability requirements, is programmed

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21 Front line commands and Strategic Command.
22 Theatre entry standards are set by Chief of Joint Operations (CJO) for overseas operations and each theatre will have specific competency levels that must be attained. Deployment standards for UK operations will be agreed through the military aid to the civil authorities staffing process.

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against this readiness requirement. Front line commands (FLCs) deliver force elements as specified in Service delivery agreements. These outputs are derived from statements of requirement that include individual and collective training, equipment sustainability, interoperability and readiness. Together these outputs produce force elements at the required readiness that can be allocated to mission groups to meet operational requirements overseas and as part of UK resilience.[23]

Force preparation

3.4.   Military commands achieve the required levels of readiness in a variety of ways, depending on the requirement and the particular needs of their operating environment. Each military command has to achieve a balance between:

- holding force elements (including casualty replacements) at high readiness for extended periods;

- providing forces for enduring deployed commitments; and

- maintaining acceptable harmony levels.

Military command responsibilities

3.5.   Tension may exist between the requirement to generate forces for enduring operations and the need to be prepared to deploy forces to meet a contingency requirement. Permanent Joint Headquarters (PJHQ), Headquarters Standing Joint Command (United Kingdom) (HQ SJC(UK)) and FLCs will cooperate to ensure staffing levels are optimised, especially where the generation of augmentees is concerned. To achieve the required force elements at readiness, FLCs must:

- maintain standing UK military tasks;

- bring units to full establishment levels to deploy as part of joint operations;

- provide individuals to support joint operations;

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23 UK resilience is defined by the Cabinet Office as: the ability of the community, services, area or infrastructure to detect, prevent and, if necessary, to withstand, handle and recover from disruptive challenges. Described further in Joint Doctrine Publication (JDP) 02, *UK Operations: the Defence Contribution to Resilience*, 4th Edition.

- sustain enduring operations from the UK;

- provide force elements for contingency tasks; and

- train force elements and augmentees in preparation for enduring and contingency operations.

Permanent Joint Headquarters responsibilities

3.6.   It is PJHQ's responsibility to ensure that staff requirements in theatre are reviewed regularly to achieve efficient use of personnel. PJHQ also ensure that sustained personnel support is factored into its campaign planning.

Augmentation

3.7.   Augmentation provides additional numbers of personnel to bring units and formations to full strength, or activate specific individuals, as part of the force generation process for operations. Individuals are selected, trained and deployed to meet directed operational personnel requirements over and above peacetime requirements. It may include the re-distribution of individuals brought together to form a temporary unit/sub-unit or forming/reinforcing Regular units with Reserves. It excludes the planned or unplanned deployment or redeployment of a formed unit/sub-unit, or the planned formation of a composite unit/sub-unit of individuals for their crisis role.

Augmentation management

3.8.   Augmentation must be managed to ensure that the gapping of peacetime posts, and subsequent overstretch, are minimised. Assistant Chief of the Defence Staff (ACDS) (Operations and Commitments) is the senior responsible officer for Defence augmentation, which is managed on a daily basis by the Defence Single Tasking Authority Individual Augmentation Cell (DSTA IA).

3.9.   DSTA IA scrutinises all augmentation requests and coordinates the provision of augmentees. Once the requirement has been endorsed, it manages the allocation of personnel and provides advice to the Commitments Directorate concerning provision of augmentees in theatre. The DSTA IA and two associated steering groups provide higher-level management.

    a.   The Augmentation Scrutiny Committee is chaired by ACDS (Operations and Commitments) with OF-6 representation from the

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FLCs, and meets to address operational requirements for Defence augmentation. It establishes Defence augmentation requirements, sets priorities and arbitrates in the event of disagreements.

b.   The Defence Augmentation Steering Group is chaired by the Head of Commitments and draws together the stakeholders involved in long-term augmentation delivery. It meets twice-yearly (or as required) to identify and resolve longer-term issues.

Policing augmentation demand

3.10.   Where an augmentation requirement creates a significant impact on an FLC's ability to deliver its responsibilities, the FLCs are required to define the impact to the Security Policy and Operations (SPO) Directorate in the MOD. The SPO Directorate is responsible for deciding relative priority and who will own the consequent risk.

Risk

3.11.   Each augmentation post carries a cost and creates risk for the losing unit. The level of risk is variable and may not be visible to PJHQ, HQ SJC(UK) or the MOD Head Office. Therefore, an augmentation requirement that lasts for longer than 24 months should be established as an addition to the human resourcing margin of the relevant Service.

Regular and Reserve medical staff working together on exercise

Types of augmentation

3.12.   Military augmentation is divided into above-the-line and below-the-line augmentation: the 'line' is the funded personnel line. For augmentation purposes, it is assumed that each contribution is filled.

a.   **Above-the-line augmentation** is the process of filling MOD-authorised or deployed operational individual personnel requirements, both military and civilian, above funded levels when the post, or posts, cannot be filled from FLC resources. Above-the-line military augmentation is managed by the DSTA IA; UK civilian augmentation or temporary overseas service is managed by Director General Civilian Personnel Central Human Resources (Augmentation) and PJHQ Head of Joint Operations (Human Resources). Headquarters Defence Medical Services manages medical personnel above-the-line augmentation requirements.

b.   **Below-the-line augmentation** is the process of filling individual staffing requirements for specific operations and is conducted without reference to DSTA IA. It is managed locally and is part of force generation. In the first instance, FLCs must seek to meet any augmentation requirement from within their own staff resources as part of the below-the-line process.

Planned and unplanned augmentation

3.13.   Military and civilian above-the-line augmentation is categorised as either planned or unplanned. These are defined as follows.

a.   **Planned augmentation** is the process by which an organisation or headquarters creates additional crisis-only posts within its establishment, which are scrutinised and approved in advance. They are documented and managed using augmentation staffing lists and are filled either by dual appointing individuals into the crisis role, or by identifying posts or augmentee pools, to fill the planned augmentee post when activated.

b.   **Unplanned augmentation** is the process by which a demanding organisation or headquarters seeks an augmentee to meet unforeseen requirements. Unplanned augmentation, also called ad hoc augmentation, is subject to scrutiny and approval by the relevant PJHQ

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operations team and the DSTA IA. Unplanned augmentation posts are not on establishments or augmentation lists.

Augmentation principles

3.14.   Above-the-line augmentation, planned or unplanned, should only be used when essential; it should not be used when staff requirements can be met through conventional means. Above-the-line augmentation should not be used to fill 'gaps' caused by under-staffing, nor to fill a post vacated as a result of augmentation (a process known as substitution or backfilling) or for replacing casualties. Planned above-the-line augmentation is the preferred method.

3.15.   Unplanned augmentation is acceptable where the need for an augmentation post could not reasonably have been predicted or where there is no peacetime establishment against which the required crisis-only post can be raised. An augmentee should be used in the post for which the individual has been activated. The only exception is when a post cannot be filled either within the time frame required or from other theatres. In such circumstances, theatre commanders and their staff may, by exception, use the available personnel to best operational effect. This must be done in consultation with the DSTA IA and any changes in employment should be reported, through PJHQ J1 (Personnel) and the DSTA IA, to the FLC that has provided the augmentee. When the specified task has been completed, an augmentee is to be released back to their parent unit and not retained for any other task.

Operational augmentee posts

3.16.   The operational commitment of an individual augmentee is nominally six months. Supplying FLCs may wish to manage individual tour lengths to suit their requirements and changes may be progressed through the single-Service's personnel management organisations. Where there is a need to deploy for longer, this will be managed on a case-by-case basis.

3.17.   If an augmentation post is, or is likely to be, required beyond six months (or if after the initial deployment there is a continuing requirement for the post) it should be entered into the PJHQ operational establishment table, which is endorsed by the SPO Directorate. However, a permanent increase in Service staffing liabilities would need to be approved by central resource and plans staffs.

Using Reserves for augmentation

3.18.   Reservists may, subject to ministerial approval, be mobilised for operational augmentation. The Defence intent is that only willing Reservists are mobilised for enduring operations, except where operational imperatives demand otherwise; for example, where individuals have specialist capabilities that are in short supply in the Regulars. At other times, particularly at larger scale or where concurrency norms are exceeded, Reservists may be mobilised against their will.

3.19.   Reservists mobilised for an operation may provide either direct operational output in theatre or may be deployed elsewhere to backfill Regular Service personnel who have deployed to theatre as individual augmentees. Additionally, Reservists on Full Time Reserve Service commitments can be used to fill short-term requirements. Service personnel management organisations are responsible for identifying suitable Reserves, within the readiness criteria, to meet the requirement.

3.20.   Reservists may also be used on a voluntary basis for non-operational augmentation, for example, for exercises and training. Where the training value of augmentation will meet an element of the annual training requirement of the Reservist, it can be counted and funded, with the agreement of the Reserve unit, as part of the Reservist's obligatory training carried out under the terms of the Reserve Forces Act 1996, Section 22. The remaining activity should be conducted under Section 27 (voluntary training and other duties) and funded as appropriate.

Reservist time restrictions

3.21.   The time a Reservist may be mobilised is governed by the terms of the section of Reserve Forces Act 1996 under which the Reservist was mobilised, as stated in the call-out order. Where operational requirements dictate a need to retain the Reservist in theatre, staff will need to ensure that any extension added onto the period of mobilisation does not exceed the individual's permitted period. This calculation will need to take into account the period of mobilised time already served, the additional time required in theatre, appropriate post-operational leave and the time for formal demobilisation procedures.

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J1 staff in the operational headquarters must engage in the planning process

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Section 2 – Planning

J1 input to the planning process

3.22.   J1 staff in the operational headquarters must engage in the planning process to ensure that personnel administration requirements are incorporated in the operation plan. This will ensure that force elements are able to operate efficiently.

Operations planning process

3.23.   The operational commander produces a military-strategic estimate, in consultation with the Current Commitments Team in the MOD Head Office and the military commands. The estimate identifies the capabilities required from the Directorate Special Forces and military commands. All staff branches, including J1, are represented on the contingency planning team. In parallel, the logistic planning team produces a logistic estimate, which also should incorporate personnel input.

J1 responsibilities

3.24.   During the estimate and planning process, J1 staff will normally develop a personnel support element to the estimate and a personnel support annex

to the campaign plan. A comprehensive checklist of planning considerations is at Annex 3A. The operation plan should make provision for:

- sufficient J1 equipment and personnel to administer the deployed force, including casualty and compassionate services, and operational stress management;

- J1 preparation of the force, including appropriate pre-deployment training;

- operational welfare services; and

- cashier services.

Single-Service responsibilities

3.25.   The FLCs have primary responsibility for providing personnel to support joint operations. This includes responsibility for mobilising Reserves. Principal personnel officers' staffs develop single-Service plans, policy and guidance to administer personnel support. FLCs are also responsible for:

- providing welfare support to personnel held at readiness;

- reception and administration of personnel returning from operational theatres;

- additional support to decompression activities;

- conducting and the administration of post operational stress management; and

- providing welfare support to the families of deployed personnel.

J1 planning activity

3.26.   The personnel support element is part of the commander's estimate. Personnel support considerations are based on the directives issued by the Chief of the Defence Staff (CDS), the Chief of Joint Operations (CJO), the joint task force commander (JTFC) and Standing Joint Commander (United Kingdom) (SJC(UK)), as well as any relevant reconnaissance reports and sources of information such as the media, Internet and Foreign,

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Commonwealth and Development Office (FCDO) reports. J1 planning staff will need to address the following.

> a. **Personnel staff requirements.** In coordination with J5 (Plans) and staff at the relevant FLC, J1 planning will need to determine personnel requirements for the joint force and the headquarters, including the requirement for J1 staff.

> b. **Personnel accounting and tracking.** Accounting includes provision for all Service personnel, civil servants, contractor support to operations, other civilians for whom MOD has responsibility, foreign exchange personnel and prisoners of war, internees and detainees. Casualty and compassionate reporting, mortuary management, repatriating the dead and war graves registration should also be considered. All activities associated with the operational location of personnel are J1 staff responsibilities throughout an operation, from deployment to redeployment.

> c. **Sustaining personnel.** Sustaining personnel is an important element of the estimate as many of the welfare enablers have significant logistic implications. Moreover, the lead times for providing some facilities and equipment can have a significant influence on how personnel sustainment is delivered.

Prisoner handling

3.27. Joint Doctrine Publication (JDP) 1-10, *Captured Persons* details the responsibilities of the overseas operational commander and the J1–J9 staff within the joint task force headquarters (JTFHQ) concerning appropriate arrangements for prisoner handling. The J1 staff has the responsibility for the overall management of prisoner handling.

Campaign plan personnel support annex

3.28. The campaign plan will incorporate an annex that will identify command responsibilities and functional arrangements for providing personnel support. Personnel support guidance contained in the annex is derived from the estimate process and concurrent planning activity.

Personnel support staff planning

3.29.   Requirements for additional staff for headquarters, prisoner handling or media operations can fluctuate and be intensive to resource. Contingency planning is essential as concurrent operations, or the likelihood of concurrent operations, may both constrain the personnel available for the operation and demand specific contingency planning with regard to skills that are vital or in short supply.

3.30.   FLCs are responsible for providing the personnel for operations. The directives issued by CDS, the SPO Directorate, CJO and SJC(UK) on a case-by-case basis will identify the units and/or capabilities that may be assigned to a joint force. These directives may also specify a personnel ceiling for the operation. While mitigation may be found through a whole force approach, this threshold may become a significant constraint on the operational commander's chosen course of action. The planning process should identify the full personnel requirement and initiate sustainment activities as well as planned roulement or mobilising of Reserves.

Individual sustainment planning

3.31.   Planning for personnel sustainment, including food, water and accommodation, is a J4 (Logistics) responsibility. However, increasing emphasis has been given to sustaining individuals physically, mentally and spiritually using deployment welfare support together with guidance on managing stress and alcohol consumption. Planning the deployment welfare support package and issuing stress and alcohol management policies are J1 responsibilities.

Expectation management of deployed support

3.32.   Demand for welfare support may be generated by an expectation that facilities and services will be available. By synchronising welfare plans with operational activity and the briefings given to commanders and personnel, the level of expectation can be managed. Good leadership at the tactical level and sound judgement by appointed welfare coordinators should combine to highlight the welfare needs during planning and, subsequently, during operations. All personnel in theatre must be made aware of the risks involved in delivering the welfare elements and the need to balance those risks with the needs of personnel. Limiting the deployment support package, especially in

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> " If you want the cooperation of humans around you, you must make them feel they are important.
>
> Nelson Mandela

austere conditions, may be a consequence of ensuring the delivery of essential warfighting supplies.

Deployment welfare support planning

3.33.   Regulatory and affordability issues have to be considered for each operation and experience has shown that operations differ in their welfare requirement. Joint Service Publication (JSP) 770, *Tri-Service Operational and Non-Operational Welfare Policy* should be used by planning staff to design an appropriate and affordable effects-based deployed welfare support package. Identifying timelines and realising the provision of many aspects of deployment welfare support is normally a PJHQ, national support element/Joint Force Logistics Component Headquarters responsibility for overseas operations or HQ SJC(UK) in conjunction with the relevant joint military commander for most UK operations and military aid to the civil authorities activity. It is useful to apply the logistic planning considerations of destination, demand, distance and duration. It must be understood that operational priorities may delay the planned support being implemented. Paradoxically, the more taxing the deployment (when deployment welfare support would be of most benefit), the more difficult it may be to deliver.

Welfare support phases

3.34.   For the purposes of planning welfare support provision on an overseas operation, it is best divided into six phases. Although the phases are discrete, there should be a seamless transition between them from the welfare perspective. These phases are shown in Figure 3.1, although it must be emphasised that the phases serve as a planning guide and should not be rigidly imposed.
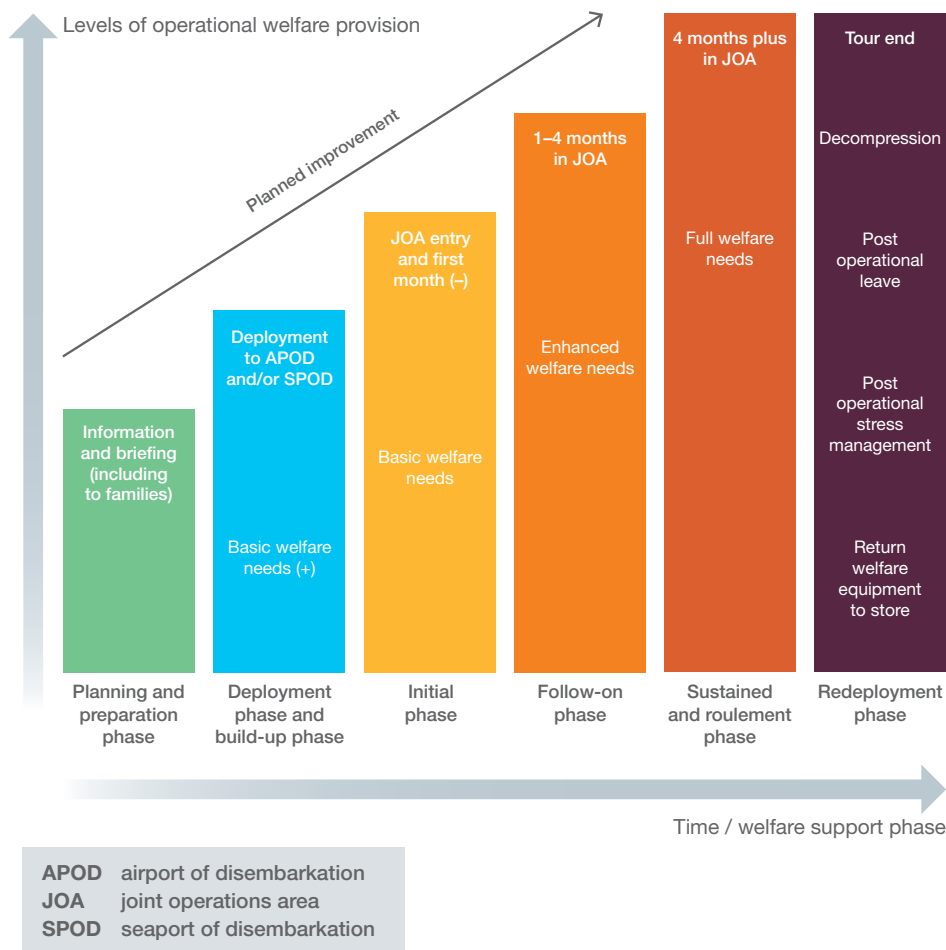
Figure 3.1 – Welfare support phases on an overseas operation

Levels of operational welfare provision

Planned improvement

Phase	Content
Planning and preparation phase	Information and briefing (including to families)
Deployment phase and build-up phase	Deployment to APOD and/or SPOD; Basic welfare needs (+)
Initial phase	JOA entry and first month (–); Basic welfare needs
Follow-on phase	1–4 months in JOA; Enhanced welfare needs
Sustained and roulement phase	4 months plus in JOA; Full welfare needs
Redeployment phase	Tour end; Decompression; Post operational leave; Post operational stress management; Return welfare equipment to store

Time / welfare support phase

APOD	airport of disembarkation
JOA	joint operations area
SPOD	seaport of disembarkation

Figure 3.1 – Welfare support phases on an overseas operation

Stress and alcohol management policies

3.35.   The campaign plan must contain a stress management policy that identifies the resources required for implementation. Wherever possible, a trauma risk management (TRiM) capability should be embedded at unit level and an alcohol management policy should be established.[24] Working in coalition with forces that do not tolerate the consumption of alcohol will heavily influence the latter, but the driving consideration should be operational effectiveness, discipline and morale.

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24 TRiM is primarily a joint administrative (personnel) initiative, supported by specialist medical agencies (such as the Defence Mental Health Services) for managing the non-physical impact of a traumatic incident on personnel. Details are currently in JSP 375, but detailed policy will transfer to JSP 661, *Health & Wellbeing* policy once published.

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Mental health and traumatic risk management

Mental health support and TRiM have evolved as an integral component of personnel training, welfare and mitigation whilst on operations or engaged in any activity where an individual, or individuals, have had to deal with a highly traumatic incident. In Operation Banner, 1969–2007, British military personnel deployed to Northern Ireland, a complex sociocultural, religious and political based domestic sectarian conflict with a rapidly deteriorating security situation. Initially there was little training, preparation or understanding of the complexities of the situation. As the pressures and levels of violence increased after Bloody Sunday in January 1972, military casualties rapidly increased and the aftermath of terrorist attacks exposed uniformed personnel to not just military casualties, but also to mass casualty events. UK Armed Forces personnel were in many cases the first responders on the scene, helping to evacuate and provide security and triage first aid to civilian casualties, all whilst under threat from secondary devices.

Unlike many post-war military operations around the world, Operation Banner posed greater pressures; it was truly a high threat civil conflict. As a result there was an increased incidence of mental health crisis in military personnel, high levels of absence without leave, negative effects on morale, alcohol abuse, self-harming, disciplinary and crime incidents, prescribed medication dependency and complex personal and social issues. Understanding and mitigating the severe psychological effects of high intensity deployments had to evolve. There was little comprehension or capability for pre-deployment preparation, TRiM, high risk profiling, post-incident counselling/interview, monitoring or referral services. Subsequently there was an expansion of, and investment in, mental health services, supporting infrastructure and a referral system; it was the first stage in an eventual transformation in mental health awareness and what is now termed TRiM. The new process is essential in helping personnel function effectively and continue to operate after highly traumatic events or the cumulative effects of such events. It has now been proven that early counselling, intervention and risk identification post incident from embedded TRiM trained personnel at unit level is very effective. Additionally, the more recent concept of a workplace mental health first aider for the whole force is another innovation that underpins the principles of continuous counselling support. The lessons learned in Northern Ireland, through the Falklands campaign, the Gulf War, post-Cold War period, demanding operations in the former Republic of Yugoslavia, in Bosnia and Kosovo, Sierra Leone, Operation Telic in Iraq and Operation Herrick in Afghanistan have enabled the provision of mental health services to evolve. Integrating awareness and monitoring the mental health of personnel preparing for deployment, during operations and after operations is critical to maintaining operational effectiveness.

Section 3 – Deployment

3.36.   The process of deployment relocates forces from one location to another area of assigned operation (both overseas and at home). In overseas operations, distinction is made between strategic movement into a joint operations area and deployment within the joint operations area (reception, staging, onward movement and integration). AJP-3.13, *Allied Joint Doctrine for the Deployment and Redeployment of Forces* covers the conduct of these phases of an operation in greater detail.

3.37.   Whilst for most land- and air-based elements deployments will be either as individuals or formed units via strategic lift, in the maritime environment most personnel will deploy on board the warship. However, it is likely that some personnel will be required to deploy individually, for example, to augment an already deployed ship's company, to provide contracted engineering support or to provide shore-based support; hence, the following sections also remain pertinent to the maritime environment.

Mounting definition

3.38.   Mounting is defined by the North Atlantic Treaty Organization (NATO) as: all preparations made in areas designated for the purpose, in anticipation of an operation. It includes the assembly in the mounting area, preparation, and maintenance within the mounting area, movement to loading points, and subsequent embarkation into either ships, craft, or aircraft if applicable.[25] In the UK, mounting refers to the practical coordination of tasks as dictated by the detailed deployment plan.[26]

Mounting command and control

3.39.   A controlling headquarters will be nominated for all deployed joint operations and major joint exercises.[27] The controlling headquarters is responsible for directing the activities of military commands and Defence Equipment and Support (DE&S) in the mounting of a joint force and for coordinating the deployment of that force, but does not generate the force. Mounting is a J3 (Operations)-led process directed by J3 operational teams.

25 NATOTerm. Most commonly in the UK this is via the Joint Air Mounting Centre at South Cerney or the Sea Mounting Centre at Marchwood Military Port.
26 This is covered in detail in JDP 4-00, *Logistics for Joint Operations*.
27 The controlling headquarters may be PJHQ, HQ SJC(UK) or a single-Service component headquarters.

Functional responsibility for mounting lies with the J1/J4 lead in the controlling headquarters and is exercised by their staff. The detailed deployment plan encompasses all orders and directions that allocate strategic lift assets and details the embarkation of personnel and cargoes.

Permanent Joint Headquarters deployment cell

3.40.　At the start of planning for an overseas operation, a deployment cell may be created with the J4 joint mounting cell at its core. The joint mounting cell:

- provides a standing contingency planning team/operational team focus, which directs and coordinates the planning for the initial deployment, sustainment and redeployment activities for that operation;

- provides the deployment focus for an operation, but does not manage the mounting activities for enduring operations;

- provides the focus for deployment cell activity using J4 movement and Defence Support Chain Operations and Movements subject matter expertise as required; and

- works initially to the direction of the J5 contingency planning team then, as the operation matures, works under the authority of the relevant J3 operational team.

Joint force element table

3.41.　Once the military-strategic estimate is concluded, PJHQ will issue the joint statement of requirement to the FLCs and DE&S. It covers the following information.

a.　The joint force element table details those tasked to provide force elements to the operation and enables the drafting of single-Service or organisational force element tables. The J4 joint mounting cell acts as the focus for force element table submissions from FLCs/JTFHQ/Joint Force Logistics Component Headquarters and DE&S, and coordinates submissions in an iterative round of staffing for accuracy and completeness. The product is consolidated into a joint force element

table for submission to J3 for ratification against the joint statement of requirement.

b.   The joint force element table is comprehensive and details force elements in 'capability groupings', but is not as detailed as FLC staff tables. Once endorsed by J3, the final joint force element table is issued under J3 authority and becomes the authoritative document governing the shape and size of the deploying force. As well as informing the JTFC of the capabilities, equipment and availability of initial operating stocks, capability gaps are highlighted so they can be addressed under J3 direction.

Joint desired order of arrival

3.42.   The order of arrival of force elements into a theatre must match the commander's intent to create effect. The PJHQ operational team and JTFHQ staff work concurrently to develop a joint desired order of arrival from the joint force element table, which supports the operation plan. The joint desired order of arrival determines the sequence and loading patterns of force elements on departure; its production is an iterative process involving JTFHQ, Defence Support Chain Operations and Movements, and PJHQ. The joint desired order of arrival enables early bids for strategic movement assets to be made. It includes prioritised force elements for loading, movement and delivery dates, thereby allowing the joint force to be mounted and deployed in a manner consistent with the operation plan. Maritime elements requiring deployment not already embarked in warships must be included in the joint force element table and joint desired order of arrival.

Detailed deployment plan

3.43.   Once the detailed deployment plan has been produced by PJHQ J3, with J1/J4 input, the dominant factor in the process is the physical movement of personnel and equipment. Producing a detailed deployment plan denotes the point in the mounting process where there is a change in emphasis from deployment planning to deployment execution. This change in emphasis is important for both internal and external stakeholders because it is reflected by transfers of responsibility in most of the key organisations involved in the mounting process.

Pre-deployment training plays an important role in operational preparation

Personnel and equipment

3.44.   Personnel issues and medical preparation are key components of the deployment process. The joint movement order and other deployment instructions, taking into account statutory and political requirements, are used to coordinate the preparation and mounting of personnel and equipment. The administrative preparation of personnel includes issuing specialist clothing, fitness screening and dispensing inoculations and prophylactic drugs if deploying overseas.[28]

Training

3.45.   Pre-deployment training within the strategic base and in theatre may be mandatory for all personnel deploying to a joint operations area; additional training may be required by PJHQ or the force generation command in line with any appropriate theatre entry standards. Detailed training requirements will be articulated in the joint commander's operational directive for each operation, but FLCs remain responsible for the programming and direction of individual, collective and specialist training. The timing and content of training serials should be considered early in the planning process so that it may be factored into the JTFC's overall priorities for mounting a force.

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28 Vaccines and prophylactic drugs may take time to become effective. This must be taken into consideration when planning dates for deployment.

Section 4 – Reception

Responsibilities

3.46.   Approval for reducing the notice to move for the deploying force elements is the responsibility of the MOD. Once received, PJHQ will issue additional coordinating instructions in accordance with the detailed deployment plan. The J4 joint mounting cell monitors and adjusts, as required, the force deployment through a series of force elements and load allocation tables on behalf of the J3 operational team. The joint force element table/joint desired order of arrival is effectively the first set of call-forward coordinating instructions used by the FLCs and other operational mounting process stakeholders (for example, Defence Support Chain Operations and Movements create a load allocation table from the latest joint force element table/joint desired order of arrival). Overall responsibility for delivering the reception, staging, onward movement and integration process is held by J4, as detailed in JDP 4-00, *Logistics for Joint Operations* and further amplified in AJP-3.13, *Allied Joint Doctrine for Deployment and Redeployment of Forces.*

Reception activities

3.47.   Reception is the process of receiving, offloading, marshalling, recording and transporting personnel and materiel from strategic or operational lift through sea, air or rail points of disembarkation. Reception enables time for personnel administration and briefings, as well as their subsequent transport away from the points of disembarkation. When required, reception also enables personnel to become acclimatised to theatre conditions. This is an essential physiological aspect of final preparations for personnel conducting operations and the impact of this process must be factored into the personnel plan for deployment. For the maritime environment, this process will generally take place on board as the ship transits to theatre, however, there may still be a requirement for further acclimatisation and integration on arrival in theatre, especially for any personnel required to go ashore.

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Key points

- FLCs achieve the required levels of readiness in a variety of ways, depending on the requirement and the particular needs of their operating environment.

- PJHQ and FLCs will cooperate to ensure personnel levels are optimised, especially where the generation of augmentees is concerned.

- Reservists may, subject to ministerial approval, be mobilised for operational augmentation.

- During the estimate and planning process, J1 staff will normally develop a personnel support element.

- The campaign plan will incorporate an annex that will identify command responsibilities and functional arrangements for providing personnel support.

- All personnel in overseas theatres must be aware of the risks involved in delivering the welfare elements balanced against the mission.

- Pre-deployment training within the strategic base and in theatre may be mandatory for all personnel deploying to a joint operations area.

- FLCs remain responsible for the programming and direction of individual, collective and specialist training.

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Annex 3A

Planning considerations

3A.1.   Prior to an operation, preparatory work mainly involves issuing directives that incorporate the J1 requirement for the operation. J1 should input into all relevant documentation including:

- CDS' Directive;
- CJO's Directive;
- JTFC's Directive;
- fragmentary orders, as required;
- force instruction documents; and
- mounting order/instruction.

3A.2.   Where possible, prior to publishing the directives, J1 should be represented on the reconnaissance party. The level of J1 support to each operational deployment will depend on the number of personnel deployed and which personnel PJHQ has responsibility for. To obtain maximum benefit from a reconnaissance, the J1 representative should establish before departing:

- the mission/role of the deploying force;
- formations/units likely to deploy and locations;
- airports of disembarkation/seaports of disembarkation;
- direction or task of the joint force;
- in-theatre air transport/military transport;
- numbers deploying and rate of deployment;
- the whole force blend and differing terms and conditions of service (that can impact on availability and benefits pre-, during and post-deployment);
- communications requirements;
- likely coalition nations involved;
- worst case number of casualties, refugees/internally displaced personnel and captured persons;
- language constraints; and
- entitlement to the deployment welfare package.

3A

Planning should include the need to ship key materiel to operations

Infrastructure

3A.3.   For overseas operations the extent and quality of the local infrastructure will affect the level of host-nation support available in theatre. The J1 reconnaissance representative, in conjunction with the J4 and J6 (Communication and information systems) representatives, should determine the general standard of the local infrastructure and determine whether the theatre is bare, austere or well-found.

Command and control

3A.4.   Depending on the location, there may already be a J1 headquarters' node in theatre that would provide headquarters' J1 support and advice. If there is not already a J1 presence in the area, then consideration should be given to whether they report directly to PJHQ. Additionally, J1 staff should consider disciplinary chains of command when reviewing command and control arrangements.

Personnel accounting

3A.5.   Accurate reporting of personnel movements into, out of and within theatre is core J1 business. Many theatres have personnel number caps based on political decisions that attract high-level scrutiny. The system to be used for recording and tracking personnel movements will be specified in the operational mounting instruction. J1 staff should consider:

- access to Joint Personnel Administration;
- where is the most effective location to administer operational location requirements for personnel; and
- who will administer operational location data.

Personnel provision

3A.6.   While the wider issue of personnel provision will be dealt with by individual divisions, and ultimately by J3, J1 staff should consider the J1 liability numbers required to support all phases of the operation. While predominantly a J7 (Doctrine and training) responsibility, J1 may be required to review the reception, staging, onward movement and integration requirement and consider surge facilities. The following factors should also be considered by J1 staff:

- possible locations of theatre reception and departure centres, both main and mobile;
- arrival and departure briefing requirements; and
- information technology requirements.

The reception, staging, onward movement and integration requirements for formed unit personnel is likely to be different from that required by individual augmentees.

Casualty reporting and mortuary affairs

3A.7.   In-theatre casualty reporting will be coordinated by the compassionate and casualty cell in theatre, to Joint Casualty and Compassionate Centre using JSP 751, *Joint Casualty and Compassionate Policy and Procedures*. However, J1 staff should consider the following:

- locations of casualty cells;
- location of, and contacts at, embassies/high commissions;

3A

- possible location of Role 2 (enhanced) and Role 3 medical treatment facilities on land and afloat (liaison with J4 medical/J4);
- location of host-nation hospitals (liaison with J4 medical);
- local sensitivities;
- facilities at airport of debarkation/seaport of disembarkation for repatriating bodies (including temporary mortuaries, other nations' mortuary facilities and refrigeration units);
- MOD contractor's knowledge of the location; and
- mortuary provision/mortuary management.

Captured persons

3A.8.   UK personnel may be required to deal with captured persons.[29] J1 staff, in consultation with the Provost Marshal and legal services should be prepared to give advice on an effective means of managing and administering captured persons, thus avoiding any UK reputational damage or risking challenges in domestic or international courts.

Refugees and internally displaced persons

3A.9.   Responsibility for refugees/internally displaced persons is not a military issue. In any operational deployment, responsibility rests with the UK government (FCDO). FCDO may, however, seek PJHQ's assistance in managing refugees/internally displaced personnel. J1 staff should consider:

- possible locations for camps;
- level of host-nation support;
- level of assistance from coalition nations available;
- the lead civilian and military agencies;
- the estimated number of refugees and their likely condition; and
- likely medical facilities.

Deployment welfare package (overseas)

3A.10.   The MOD is committed to providing the fullest possible level of welfare support practicable to Service personnel deployed overseas and on operations. However, the operational environment will dictate the extent to which this can be achieved. Full details of the deployment welfare package are covered in JSP 770, *Tri-Service Operational and Non-Operational Welfare Policy*.

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29 See JDP 1-10, *Captured Persons*.

Chaplaincy provision

3A.11.   Depending on the number and breakdown of personnel, dedicated chaplaincy provision may be required. In consultation with the PJHQ Staff Chaplain, J1 staff should consider the location of the chaplain, any requirement to facilitate a location for religious observance, as well as potential host-nation or coalition support that would allow a chaplain to exercise their role in accordance with Chapter 4.

Education and training

3A.12.   Depending on the nature of the operation there may be a requirement to establish an education and training facility. J1 and J7 staff should consider:

- ongoing educational requirements;
- coalition support;
- longevity of the operation;
- location of training facility;
- collocation with welfare facility/sports hall/fitness area; and
- information technology requirements (intranet/Internet facilities).

Security

3A.13.   The requirement for force protection is paramount. All of the above factors should be set against the prevailing security environment. J1 staff should consider:

- specific local dangers, including environmental threats (for example, mines);
- local justice systems;
- specific policing issues (for example, alcohol consumption);
- gender and equal opportunity issues;[30] and
- transport options.

Post-reconnaissance considerations

3A.14.   Following the reconnaissance, planning staff will undertake work to complete the directives. The type/level of directive will dictate the level of J1 detail required.

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30 See United Nations Peacemaker web page on Gender and Women, Peace and Security.

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a.   CDS to CJO – minimal content but with priorities highlighted.

b.   CJO to JTFC – more in-depth content containing what PJHQ expects to be achieved and the general outcome of actions.

c.   JTFC to force – in-depth J1 requirement, detailing what the force aims to achieve and how. Personnel under command of JTFC may include MOD civil servants, Commonwealth forces, exchange officers and contractors. JTFC directives should consider the following J1 capabilities:

o   discipline;
o   morale;
o   security;
o   theatre visitors' policy;
o   status of deployed civilians;
o   captured persons;
o   welfare;
o   casualty and compassionate policy;
o   policy for managing deceased personnel;
o   personnel reporting;
o   rest and recuperation policy;
o   operational location tracking; and
o   operational stress management policy.

3A

Notes

3A

Chapter 4

Chapter 4 outlines personnel management to ensure that operations are sustained by trained and motivated personnel. It also covers the chaplaincy, casualty and compassionate management and mortuary affairs.

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Congregating like that, sharing a softer, more spiritual moment away from the war, strengthened one, not in any jingoistic way, but quietly. Among all the excitements and harshness, it helped to be reminded of our shared humanity.

"

General Cedric Delves describing his time commanding a Special Air Service (SAS) squadron in the Falklands; he recalled making time for chaplain-led services, which were apparently attended even by the most hard-bitten troops.
Taken from *Across an Angry Sea*

Chapter 4

Sustaining personnel support

Section 1 – Personnel management

4.1.   The importance of sustaining effective personnel support activities during the execution phase of an operation cannot be over-emphasised. It provides both the command and deployed individuals with the reassurance that the administrative support network is in place to underpin their needs, thereby creating the conditions to maintain morale and confidence for individuals and units to operate to their best ability. Sustainment of personnel on operations in the home base, or outside of an overseas theatre, is organic to the parent unit or as directed by the joint military commander in the case of personnel deployed to assist UK operations and resilience activity.

Roulement in place

4.2.   The provision of roulement and rest and recuperation will depend on the operational context and is key to campaign continuity. When roulement is at the unit level, incoming units should take the lead. This ensures that the in-theatre focus can be maintained. Where possible, key continuity posts should be identified and filled. In-theatre training must also make best use of up-to-date practitioners and all training should be completed before the end of the handover period. Once in post, lessons identified need to be made available for the next roulement unit as soon as they are identified.

Rest and recuperation

4.3.   The aim of rest and recuperation is to provide personnel who have been mentally and physically challenged by operational service time to recover and therefore sustain operational effectiveness. Full details on rest and recuperation policy can be found in Joint Service Publication (JSP) 760, *Regulations for Leave and Other Types of Absence*. Commanders should note the following rest and recuperation points.

- It can be disruptive, taking up to 20% of personnel at any one time and extending over two-thirds of a standard deployment – this

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can be exacerbated by any air bridge fragility when the timing of personnel movements can be significantly affected.

- Rest and recuperation is essential for individual welfare and long-term operational effectiveness and must be factored in to the personnel management plan.

- It demands managing in-theatre movement either side of the individuals' time away from the threat area to ensure that the impact of rest and recuperation on the conduct of the campaign is minimised.

- Ideally rest and recuperation should take place in a low-threat environment close to theatre.

- Theatre commanders are reminded of the vital role rest and recuperation plays in ensuring personnel have an effective break to 'recharge their batteries' and therefore sustain operational effectiveness.

4.4.   In the maritime environment, individuals or entire ships may roulement and the principles above would apply. Whilst there may be some circumstances in which individuals are granted leave for rest and recuperation, it is more likely that the ship would come off station and conduct a port visit in a low-threat area close to theatre to conduct essential maintenance and also enable a short stand down period for the ship's company.

Medical support

4.5.   Maintaining optimal health and well-being (physical and mental) before, during and after operations is essential to maintain the effectiveness of the force. Personnel are supported by home base health services that help to optimise individual health and generate fit-for-task force elements. The chain of command and the Defence Medical Services (DMS) must collectively contribute to the provision of force health protection measures that will prevent injury and illness on operations. The chain of command, supported by the DMS, must also ensure all personnel receive training in essential (and, where appropriate, enhanced) first aid.[31]

....
31 The details of how medical support is planned, deployed, sustained and redeployed are in Allied Joint Publication (AJP)-4.10(C), *Allied Joint Doctrine for Medical Support* (with UK national elements).

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Personnel must be assured that their medical needs will be met

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4.6.   Medical support for all deployed personnel will be in place to meet health needs and provide end-to-end casualty care in the event of trauma or acute illness. Personnel must be assured that if they are wounded, injured or sick, the deployed medical services have the capacity, resources and training to meet their needs. Commanders, supported by their medical advisers, are responsible for managing the medical risk for all deployed personnel. A comprehensive medical risk assessment, including the likely health threats and casualty estimate, must be a fundamental part of operational planning and sustainment activity.

Stress management

4.7.   It is important to make stress management available for personnel before and after their rest and recuperation period because it ensures focus on the task before and after the break and prepares the individual for dealing with a short period of rest. Minimising apprehension over departing for rest and recuperation, and then getting swiftly back into routines on return, should be addressed during theatre-exit welfare briefings.

Chaplains of various religions support our Service personnel

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Section 2 – The Chaplaincy

4.8.   Chaplains serve as an integral part of deployed forces. Their value is well proven and testified to by the operational experience of commanders and other Service personnel. Chaplains contribute to the resilience and well-being of the deployed force by providing pastoral care, moral leadership, ethical advice, spiritual guidance (of all faiths and none) as well as facilitating religious observances. They deliver these throughout the deployment cycle on pre-deployment training, reception, staging, onward movement and integration, operations, decompression and post-operational normalisation. Chaplains work in concert with welfare assets (deployed and rear echelon) to support operational outputs and contribute to the successful delivery of the moral component of fighting power.

Role

4.9.   Chaplains are responsible for their personal and professional conduct whilst on operations and must be able to justify their actions and practice. They adhere to all legal requirements and act in accordance with their non-combatant (unarmed) status under the Geneva Conventions, international humanitarian law and UK law. Chaplains promote spiritual and pastoral care, the well-being of all personnel and respect the right of religious observance

of every person. They act in a manner to justify trust and confidence, being diligent to fostering a culture of care, especially in the midst of war or other challenging operations. Chaplains promote moral reflection and integrity, allowing personnel to achieve the highest levels of professional competence, whilst accepting moral ownership of actions in the operational environment.

4.10.   Chaplains are under the command of their commanding officers or formation commander who exercise tactical command over the chaplain assigned to the unit/formation. On operations with a designated Joint Force Senior Chaplain, they will exercise tactical control over chaplains in theatre. However, overall chaplaincy control remains with the single-Service heads of chaplaincy or their delegated representatives who retain full command of their chaplains.

4.11.   The Armed Forces' Chaplaincy Policy Board has issued direction on command and chaplaincy control and professional confidentiality. The relevant passage on professional confidentiality states:

> Professional confidentiality between a chaplain and an individual is fundamental to the pastoral relationship. This confidentiality does not allow for the free passage of information to a third party – irrespective of appointment or status – since this would constitute a breach of pastoral trust. Disclosure of confidential information can only take place if the prior permission of the individual has been obtained.

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Religious observance

4.12.   Chaplains conduct Divine worship and provide opportunities for religious observance to ensure that religious needs of all personnel are met. They are required to act in accordance with the practice of their faith traditions and follow the regulations of their own faith authorities. They will also facilitate religious observance for those who seek it from any religious tradition, incorporating faith-building opportunities and facilitating ceremonial observance, including ramp and vigil services, repatriations and military funerals. Deployed chaplains have reachback access to tri-Service civilian chaplains (to the military) for specialist advice and support for Jewish, Muslim, Hindu, Sikh and Buddhist personnel.

4.13.   Within the military community, for important single and tri-Service anniversaries (for example, Remembrance) an accompanying service is usually offered. Such observance is usually led by the chaplain. In the event of fatality, the chaplain will normally be expected to conduct a repatriation service for the benefit of personnel, for the comfort of relatives and as a mark of respect to the fallen.

4.14.   Some deployments may come at an important family and community time (for example, Christmas, Ramadan and so on). The presence of a chaplain will provide an opportunity for practical support and the opportunity for reflection and celebration.

Resources and training

4.15.   Chaplains must be able to function in any operational environment, no matter how austere, and therefore must be appropriately trained and resourced for their task. They will need to meet the required pre-deployment training, physical and medical standards as stipulated by Permanent Joint Headquarters (PJHQ) or other deploying authority. Chaplains should be adequately resourced with field equipment, accommodation, information technology, military transport, communications and force protection appropriate to the operational environment to enable them to work effectively across a dispersed force. Access to J1 (Personnel) and medical personnel should be a key consideration for resource planning.

Relationship with coalition partners

4.16.   Under both North Atlantic Treaty Organization (NATO) and UK doctrine, the provision and delivery of chaplaincy on operations remains a national responsibility. Chaplains deployed on coalition operations must, however, endeavour to build effective working relationships with coalition chaplains within the constraints of memoranda of understanding and national caveats.

> I would as soon think of going into battle without my artillery as without my Chaplains.
>
> Field Marshal Montgomery from the Thanksgiving Service in Cairo Cathedral after victory at El Alamein in 1942

Section 3 – Casualty and compassionate management

Procedures

4.17.   The utmost importance and sensitivity must be placed upon dealing with casualty and compassionate cases. The casualty reporting and notification process is coordinated by the Joint Casualty and Compassionate Centre (JCCC), part of Defence Business Services, following the policy contained in JSP 751, *Joint Casualty and Compassionate Policy and Procedures*. However, the role the single Services play in casualty and compassionate management is equally important, as each remains responsible for their own personnel and their families.[32]

Medical evacuation

4.18.   The Ministry of Defence (MOD) policy for aeromedical evacuation is contained in Air Publication (AP) 3394, *The Royal Air Force Aeromedical Evacuation Service*. Responsible authorities (medical treatment facilities, headquarters or individual units) requiring aeromedical evacuation must follow the procedures laid down in AP3394. Any casualty who is moved by air using the aeromedical evacuation system will be reported and monitored as a casualty by the JCCC.

Reception arrangements for military patients

4.19.   Military patients evacuated back to the UK from overseas deployments are received into the National Health Service (NHS) where they will be triaged and receive acute secondary care. The MOD and the Department of Health and Social Care have agreed a requirement for an integrated plan to cover the reporting of patients, their medical reception, movement, tracking, care and administration within the NHS. The chain of command and DMS will then support the patient through rehabilitation and their return to physical, psychological and social function, including arranging for any specialist rehabilitation required. There may be a clinical requirement to continue the treatment of captured persons in the UK; legal permissions for this may be challenging but must be obtained by the chain of command before evacuation. Refer to Joint Doctrine Publication (JDP) 1-10, *Captured Persons* for detail.

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32 Detailed instructions are in JSP 751, *Joint Casualty and Compassionate Policy and Procedures*.

Section 4 – Mortuary affairs

4.20.   Mortuary affairs describes every aspect of the capabilities available and the process of returning a fatality from their point of death to their final resting place or releasing them to their family. This includes all constituent and contributory parts from across the MOD, single Services, Civil Service and contracted support, and every aspect according to the Defence lines of development framework.

> a.   The mortuary affairs chain is the physical process of moving a fatality from their point of death to their final resting place or releasing them to their family.
>
> b.   Mortuary affairs provides an effective and efficient system of fatality recovery, identification, investigation, preparation and repatriation of our personnel. This is underpinned by the need to ensure that, at all stages, any handling of remains is conducted in accordance with the expectations of fellow Service members, next of kin, the UK general public, government policy, interest groups (such as the International Committee of the Red Cross), religious denominations and international treaties. Every unit is duty bound to understand its mortuary affairs chain responsibility.

Roles and responsibilities

4.21.   PJHQ is responsible for planning mortuary affairs in support of an overseas operation. PJHQ will:

- liaise with front line commands (FLCs) to assign the required mortuary affairs capabilities to the deploying force elements and dictate in-theatre mortuary affairs policy;

- maintain strong links with the JCCC to direct repatriation of Service personnel within JSP 751, *Joint Casualty and Compassionate Policy and Procedures*; and

- in consultation with JCCC, be responsible for informing the Press Office when the next of kin of the casualty/deceased has been informed.

Permanent Joint Headquarters is responsible for planning mortuary affairs

4.22.   The JCCC should be informed of a fatality at the earliest opportunity and is responsible for organising and coordinating all aspects of the mortuary affairs process in the UK during an operation and overseas during peace time. They will:

- provide compassionate advice, coordinate repatriation, coordinate activities to inform the next of kin, contract civilian morticians; and

- be the appointed Service registrar for initial registration of all deaths occurring on operations and in certain other circumstances.

Single-Service commands

4.23.   The command headquarters of the single Services are responsible for planning and assigning force elements to an operation. This may include understanding and supporting mortuary affairs capability.

4.24.   Where a fatality has occurred, Service chaplains are available to provide support and comfort to personnel and family, whatever the rank or unit, and carry out, or facilitate, the appropriate ceremony according to the individual's belief or family wishes. Service chaplains can also assist with informing the next of kin.

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Framework for current operations

4.25.   Deceased personnel should be transported with sensitivity and as quickly as the situation permits. If the Army War Graves Service is not deployed to theatre, recovery and transporting deceased personnel is the responsibility of units and formations in line with direction given by the national logistic component headquarters. The medical chain may be used if spare capacity exists. A qualified ammunition technical officer must certify any remains are free from ordnance, such as ammunition or unexploded ordnance, prior to releasing the remains into the repatriation chain. Deceased personnel should be transported to either:

- a temporary mortuary facility, if one is established, where a medical officer or other competent practitioner can certify death; or

- an empty treatment room in a medical facility.

4.26.   Units are to deliver all personal effects and provide an appropriate person who knew the deceased to identify the body. Morticians from the JCCC contract will arrive with the strategic air transport and will prepare and escort the body to the home base coroner. This includes participating in the ceremony, according to the status of the death.

4.27.   Whilst mortuary affairs is a J1 responsibility (supported by J4 (Logistics)), there must be close cooperation and integration with deployed medical support. Medical staff will always prioritise the care of live casualties, but the casualty chain (or Operational Patient Care Pathway) can be used to support mortuary affairs. The mortuary affairs contribution of the DMS is therefore integral to the deployed medical support. The Operational Patient Care Pathway will be determined during the operational planning phase, but will be flexible and adapted to each operational and tactical situation. Note that only a medical officer or other competent medical practitioner can certify a death.

4.28.   J1 staff provide the backbone of the fatality reporting system. They support units and headquarters by completing appropriate paperwork, following reporting processes in JSP 751, *Joint Casualty and Compassionate Policy and Procedures*, and coordinate with the JCCC.

4.29.   **Support to the Coroner's Office.** An investigator (drawn from one of the three Services) will be appointed to act as the coroner's officer and be responsible for investigating deaths of UK Service personnel deployed on operations and also those sponsored visitors and contractors subject to the Service Discipline Acts. They will ensure the coroner's authority is exercised and that appropriate provision is made to secure evidence to allow the coroner to hold a formal inquest in the UK in line with current legislation.

4.30.   **Front line commands.** The FLCs are responsible for implementing and executing their part of the mortuary affairs chain and process. Educating personnel about the mortuary affairs chain and their role is essential for their peace of mind as well as that of their families and friends. FLCs will control the initial aspects of a fatality incident and initiates the mortuary affairs chain. They recover the fatality and their personal effects, inform the JCCC (normally via a central compassionate/casualty cell), provide a positive (or tentative) initial identification and liaise with all other personnel involved in the mortuary affairs chain, including the theatre controlling headquarters. FLCs must remain flexible and adaptable, reacting to the tactical situation whilst correctly administering their fatalities.

4.31.   **Temporary interment.** The MOD's policy is 'to repatriate to the UK the bodies of deceased Service personnel, including foreign and commonwealth personnel wherever possible and as soon as practicable'. However, temporary interment may be required in any number of extreme circumstances but can only be authorised by the theatre controlling headquarters or PJHQ. The correct procedures must be followed, recognising that the fatalities will be disinterred and repatriated when the situation allows.

Command and control

4.32.   Overall in-theatre command and control resides with the UK force headquarters commanding the operation. This can also be a national contingent commander/multinational commander when the UK is contributing to multinational operations. Although in steady-state operations the processes and procedures are a J1/J4 function, during large-scale/direct intervention operations may be commanded from the J3 desk. It is the responsibility of the fatality's parent unit to inform the higher formation of their fatality and fatality evacuation requirements.

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Operational memorials are an important part of the military tradition

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Operational memorials

4.33.　Unless the next of kin requests other arrangements, the MOD officially commemorates Service personnel who die on operations by providing a Service pattern headstone and their grave is maintained forever. The men and women of our Armed Forces (Regular and Reserve) killed on duty or as a result of terrorist action since World War 2 are also commemorated by name on the Armed Forces Memorial at the National Memorial Arboretum in Staffordshire. The single Services additionally maintain their own roll of honour.

4.34.　The desire to further commemorate fallen comrades by erecting memorials locally in theatre, often driven as much by the requirement to bring closure to those left behind as by the need to formally mark the loss of the individuals, is well understood. However, there are certain practicalities that must be addressed prior to authority being granted for any memorial to be erected and dedicated in theatre, for which single-Service advice should be sought.[33]

....
33 See Queen's Regulations (Royal Navy) J9526; (British Army) J8.134; (Royal Air Force) J174A.(3).

Key points

- Maintaining optimal health and well-being (physical and mental) before, during and after operations is essential to maintain the effectiveness of the force.

- Rest and recuperation is essential for individual welfare and long-term operational effectiveness.

- Roulement of personnel is key to campaign continuity.

- Chaplains are an essential part of the deployed force and work in concert with welfare assets.

- We must place the utmost importance on the way we deal with casualties and fatalities.

- The JCCC should be informed of casualties and fatalities at the earliest opportunity. The JCCC is responsible for organising and coordinating all aspects of the mortuary affairs process.

- Where a fatality has occurred, Service chaplains are available to provide support and comfort to personnel and family.

- The role the single Services play in casualty management is important, as each remains responsible for their own personnel and their families.

- The MOD policy for aeromedical evacuation is contained in AP3394, *The Royal Air Force Aeromedical Evacuation Service*.

- Whilst mortuary affairs is a J1 personnel responsibility (supported by J4 logistics), there must be close cooperation and integration with deployed medical support.

- Mortuary affairs describes every aspect of the capabilities available and the process of returning a fatality from their point of death to their final resting place or releasing them to their family.

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Chapter 5

Chapter 5 describes operational recovery and the importance of managing personnel once their contribution to operations is over.

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People who put themselves on the line and sacrifice their own safety for the greater good and for others, and anyone in any profession whose concern is the welfare for other people instead of the individual, are inspiring and important.
"

Chris Hemsworth

Chapter 5

Recovering combat power

Section 1 – Operational recovery

5.1.   Operational recovery from an ongoing campaign is integral to the roulement process. Planning must cover both the smooth handover of the operation to the relief-in-place and returning personnel from theatre or a deployed location. This latter process completes the entire planning cycle, back to the start of the force generation phase, and it does not end at the return from deployment. Units that have suffered casualties in particular will require recuperation both in terms of replacing personnel and in returning all unit personnel back to full fitness.

5.2.   Personnel involved in running down or terminating operations will have additional responsibilities for closing down support infrastructure, personnel and materiel redeployment arrangements, and ensuring all aspects of personnel welfare are considered. When reducing UK commitments, particular attention to aspects of welfare support provided for those remaining in theatre is required. Some units or individuals may be reliant on the arrangements in place for the larger presence and must still be catered for. Care must also be taken to ensure wider liaison with contractors to ensure timely and effective drawdown of all supporting welfare assets, concurrent with the campaign run-down plan.

Section 2 – Decompression

5.3.   At the end of an operational tour, personnel may require a period of decompression before returning home. This period of time is usually 24–36 hours and detailed guidance and instructions will be provided by Permanent Joint Headquarters (PJHQ) J1 (Personnel) staff. Decompression involves placing personnel into a structured and monitored environment where they can begin to wind down and return to a routine, peacetime environment. It allows time to begin rationalising thoughts about normal Service and family life. Decompression, as a component of overall operational stress management,

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is a process by which 'personnel who deploy together, unwind together'. Decompression fulfils three functions, it:

- greatly improves the quality of homecoming having given units the opportunity to rationalise and discuss operational experiences, receive mandatory briefings and unwind together;

- provides a positive mental health effect which is related to the levels of combat exposure experienced; and

- enables adjustment to a non-operational routine.

5.4.   In the maritime environment decompression will often happen as the ship transits back to the home port, either through on board activities or during a port visit. However, it is important that decompression is also factored in for any personnel not returning by ship, for example, advance parties and those individuals or ship's companies that are roulementing and returning by air.

5.5.   Decompression will normally form the first part of the overall post-operational stress management process, subject to current policy and PJHQ guidance. Commanders should select mature and robust leaders to deliver and supervise decompression activity.

Post-operational stress management

5.6.   The key to successful post-operational stress management and demobilisation of Reserves lies in awareness. Individuals, families, colleagues and the chain of command all need to be alert to the signs of stress so that early intervention can lessen the risk of subsequent problems (which can include clinical disorders, disciplinary and social problems and poor work performance). While post-operational stress management procedures are generic for all operations (at home and overseas), commanders should adapt them for the needs of their particular operation.[34] The aim is to deliver the same level of support to all personnel, while recognising their differing circumstances and allowing for certain elements to be discretionary depending on the level and intensity of operational activity and resultant exposure to stressors.

5.7.   For commanders, an integral part of post-operational stress management is the debriefing process on return to the UK, including media

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34 Detailed post-operational stress management policy is currently contained in Joint Service Publication (JSP) 770, *Tri-Service Operational and Non-Operational Welfare Policy*, but will transfer to JSP 661, *Health & Wellbeing Policy* once it is published.

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interviews, where appropriate and as organised by Directorate of Defence Communications. It is therefore important for those individuals to have their various post-operational interviews and operational experience interviews as soon as practicable on return from theatre.

5.8.   Leadership, good communication and training are also fundamental to prevent and manage operational stress. This is because operational stress management is primarily an executive, not a medical, responsibility. Stress management policy must address the fact that there will be symptoms of stress and provide tools to manage it. Briefing individuals prior to deploying and on their return, either individually or as part of a group, can help. Similarly, open discussion on issues arising from operational experiences and dealing with any issues should be addressed in a timely manner. Commanding officers are to refer to, or liaise with, medical authorities at an early stage if there is any concern about an individual's well-being. Medical intervention is always required when symptoms are prolonged or severe doubt exists over the mental health of an individual.

5.9.   Once an individual returns from operations, close contact may diminish and it will often be family members who will be the first to notice changes. This can be particularly relevant when an individual is reassigned to another unit. Families, and where applicable civilian employers, must be fully engaged throughout the post-operational stress management process.

Once an individual returns from operations, it will often be family members who will be the first to notice changes in behaviour

Section 3 – Drawdown

Welfare drawdown

5.10.   Drawdown of J1 welfare equipment is subject to planned redistribution or disposal, depending on the required speed of that drawdown. Where possible, J1 equipment should be returned to the in-theatre J1 team for assessment and grading prior to disposal decisions being made. In the event of a 'rapid' drawdown, not all aspirations with regard to the onward movement of equipment may be achieved.

5.11.   This is relevant to both Ministry of Defence (MOD)-owned J1 equipment and contractor and integrated project team equipment. The decision to dispose of infrastructure will not be made by J1. In accordance with the gifting regulations, it is unlikely that any J1 equipment will be suitable for gifting.

5.12.   If it is proposed that equipment is to be gifted, this is to be undertaken in consultation with J1, the in-theatre Civil Secretary and J8 (Finance and human resources). Any decision to dispose of equipment needs to be weighed against whether it could be used by someone else either in the joint operations area, in another operational area or back at a unit's location. Moreover, the presentational aspect of UK forces disposing of equipment must also be considered. Equipment belonging to contractors and integrated project teams is to be relocated in accordance with their requirements. The assessment of J1 equipment is subjective and a full audit trail recording the processes relating to equipment disposal is to be maintained at every stage.

Personnel drawdown

5.13.   The J1 element of any drawdown plan is always dictated by the J3 (Operations)/J5 (Plans) estimate. Drawdown planning is completed by J3/J5 and the new force laydown proposed to the Campaign Management Priorities Board for ministerial approval. In terms of changes to the operational establishment table, this is only ever completed by J3 as the capability owners. Once all the changes are made, an operational establishment table review is held with all personnel agencies agreeing alterations to the individual augmentee posts.

Drawdown of J1 welfare equipment is subject to planned redistribution or disposal

Operational memorabilia

5.14.   As a rule, it is important to recognise that all captured materiel becomes the UK government's property. There is often a desire to retain items for museums, units or individuals, but Service Police searches of military freight and personal baggage will seek to identify such items. An application for the return of any item of memorabilia for official use must be submitted to the MOD Authority for Operational Memorabilia for approval.

Section 4 – Recuperation

5.15.   Recuperation is defined as: the replacement of resources, including personnel and materiel, following operational activity in preparation for further operations. It includes the training necessary to restore force elements to their normal readiness level.[35] Recuperation normally takes place in the strategic base as part of the operational planning cycle.

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35 Joint Doctrine Publication (JDP) 0-01.1, *UK Terminology Supplement to NATOTerm*.

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Planning

5.16.   Planning for, and reporting on, recuperation should encompass all aspects of force generation and sustainability. This specifically includes:

- personnel – replacing operational losses and achieving harmony guidelines;

- equipment – replacing, repairing and servicing equipment;

- training – rebuilding collective and individual performance; and

- logistics – replacing spent resources.

Readiness

5.17.   Readiness is the time in which a force is to be made ready to carry out the tasks for which it is organised, equipped and trained, measured by its staff strength, equipment state and collective performance training level. Recuperation is a precursor to achieving the required readiness criteria. *Defence Strategy 2021* sets out recuperation targets mandating the readiness requirements of force elements, following contingent operations overseas, within which they must be capable of carrying out the full range of operations demanded by concurrency assumptions. These generic targets are only valid if force elements are operating at, or within, routine concurrency levels.

Process

5.18.   Recuperation is designed to bring force elements and materiel back to their pre-operational readiness level or in accordance with revised target levels. Action must be taken to ensure that where personnel or resources are 'double-earmarked', other contingencies remain sustainable or are discounted from consideration as concurrent operations.

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Key points

- Operational recovery from a campaign will be integral to the roulement process.

- Units involved in running down or completing operations will have additional responsibilities for closing down support infrastructure and arrangements and ensuring all aspects of personnel and welfare are considered.

- Care must also be taken to ensure wider liaison with contractors to ensure timely and effective drawdown of all supporting welfare assets, concurrent with the campaign run-down plan.

- Decompression involves placing groups into a structured and monitored environment where they can begin to wind down and return to a routine, peacetime environment.

- Commanders should select mature and robust leaders to deliver and supervise decompression activity.

- The key to successful post-operational stress management lies in awareness.

- Leadership, good communication and training are also fundamental to prevent and manage operational stress.

- As a rule, it is important to recognise that all captured materiel becomes the UK government's property.

- The J1 element of any drawdown plan is always dictated by the J3/J5 estimate.

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Notes

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Lexicon

Section 1 – Acronyms and abbreviations

ACDS	Assistant Chief of the Defence Staff
AGAI	Army General Administrative Instruction
AJP	Allied joint publication
AP	Air Publication
BPG	business process guide
BR	Book of Reference
CDS	Chief of the Defence Staff
CIVSEC	Civil Secretary
CJO	Chief of Joint Operations
DCMO	Defence Crisis Management Organisation
DE&S	Defence Equipment and Support
DMS	Defence Medical Services
DSTA IA	Defence Single Tasking Authority Individual Augmentation
FCDO	Foreign, Commonwealth and Development Office
FLC	front line command
HQ SJC(UK)	Headquarters Standing Joint Command (United Kingdom)
JCCC	Joint Casualty and Compassionate Cell
JDP	joint doctrine publication
JFLogCHQ	Joint Force Logistic Component Headquarters
JPA	Joint Personnel Administration
JSP	joint Service publication
JTFC	joint task force commander
JTFHQ	Joint Task Force Headquarters
MACA	military aid to the civil authorities
MOD	Ministry of Defence
MP	member of Parliament

NATO	North Atlantic Treaty Organization
NHS	National Health Service
OPLOC	operational location
PJHQ	Permanent Joint Headquarters
S2O	Support to Operations
SJC(UK)	Standing Joint Commander (United Kingdom)
SPO	Security Policy and Operations
TRiM	traumatic risk management
VeRR	Volunteer ex-Regular Reserve
UK	United Kingdom

Section 2 – Terms and definitions

campaign plan
The actionable expression of a joint force commander's intent, articulated to subordinate commanders through plans, directives and orders. (JDP 0-01.1)

captured persons
The generic term given to all individuals who are captured and held by UK Armed Forces on operations overseas, whether they be prisoners of war, protected persons as defined in Geneva Convention IV, or detainees or security internees, whether or not the Geneva Conventions apply. (JDP 0-01.1)

contractor support to operations
All support provided to UK military operations by non-regular forces.
Note: it includes sponsored reserves, contractors on deployed operations and private military and security companies. (JDP 0-01.1)

detailed deployment plan
The plan encompasses all orders and directions that allocate strategic lift assets and detail the embarkation of personnel and cargoes to mount an operation. (JDP 0-01.1)

force generation
The process of providing suitably trained and equipped forces, and their means of deployment, recovery and sustainment to meet all current and potential future tasks, within required readiness and preparation times. (JDP 0-01.1)

joint operations area
A temporary area within a theatre of operations defined by the Supreme Allied Commander Europe, in which a designated joint force commander plans and executes a specific mission at the operational level. (NATOTerm)

military aid to the civil authorities
Military operations conducted in the UK and Crown Dependencies involving the employment of Defence resources as requested by a government department or civil authority.
Note: these operations are subject to Defence Ministerial approval, either prior to, or at the time of the event, except in immediate risk of life situations. (JDP 0-01.1)

mounting
All preparations made in areas designated for the purpose, in anticipation of an operation. It includes the assembly in the mounting area, preparation, and maintenance within the mounting area, movement to loading points, and subsequent embarkation into ships, craft, or aircraft if applicable. (NATOTerm)

readiness
The period of time measured from an initiation order to the moment when the headquarters or unit is ready to perform its task from its peacetime location (permanent or forward deployed) or ready for deployment. (JDP 0-01.1)

redeployment
The relocation of forces from an area of operations to a national location. (NATOTerm)

strategic base
Comprises military assets, industrial capacity both national and international, civilian contractors and National Health Service hospitals.
Note: Military assets include elements owned by the three single Services, Strategic Command and Defence Equipment and Support. (JDP 0-01.1)

sustainment
The provision of personnel, logistics, medical support, military engineering support, finance and contract support necessary for Alliance operations and missions. (NATOTerm)