Ministry of Defence

JSP 815 - Annex A

Applicability of Instructions for Safety Management Arrangements

(Element 2)

Annex A - Applicability of instructions for safety management arrangements

JSP 815 has been updated as a part of Defence Reform and will be subject to further scheduled reviews and updated as required.

Amendment record

This Annex has been reviewed by the Directorate of Defence Safety & Support (DDSS) together with relevant subject matter experts and key safety stakeholders. Any suggestions for amendments should be sent to People-DDS-GroupMailbox@mod.gov.uk.

Version No	Date of publication	Text affected	Authority
1.0	Oct 20	BETA version for consultation.	Dir HS&EP
1.1	29 Sep 23	Final version.	DDS
1.2	10 Sep 24	Removal of reference to Vol 2 with no content changes.	DDS
1.3	1 Sep 26	Scheduled revision and Defence Reform update	Dir-DSS

Terms and definitions

The term 'Defence Area' refers to one of the four top-level areas of Defence: Department of State (DOS), Armed Forces (MSHQ and Military Commands), National Armaments Director (NAD) Group and the Defence Nuclear Enterprise (DNE). Within Defence Safety Policy (JSP 815, JSP 375 and JSP 376), reference to a 'Defence Area' responsibility applies to the top-level Defence Area however, for the Armed Forces it also applies to their component Military Commands (Army, Air, Navy and CSOC).

General safety terms and definitions are provided in the Master Glossary of Safety Terms and Definitions which can also be accessed on GOV.UK.

Purpose

1. The fluid nature of Defence often requires units or individuals from Defence Areas to be embedded in or assigned to other Defence Areas, all of which have differing safety management arrangements which could lead to confusion as to applicability.

2. The purpose of this Annex is to provide the direction for all Service and civilian personnel that are embedded in or assigned to other Defence Areas which have differing safety management arrangements from their parent Defence Area.

3. JSP 815 (this JSP) defines the Defence Safety Management System (Defence SMS).

Direction

4. All Defence Areas are responsible for developing and maintaining their own safety management arrangements which set out how underpinning policy and regulations will be delivered in a specific Defence Area's context and, wherever possible, are complementary to the Defence Safety Management System (SMS).

5. The applicability of instructions for the safety management arrangements of Service and civilian personnel sitting outside their Full Command (FULLCOM) unit or Area are governed by the following principles:

a. That assigned / visiting units / personnel should maintain their own parent Defence Areas safety management arrangements, whilst ensuring compliance with the host unit's Standing Orders and are supported by the host.

b. That formed units, mixed units or singleton posts from one Defence Area embedded at another Defence Area unit, establishment, site or platform under Operational Command (OPCOM), should follow the host Defence Area's safety management arrangements - unless a specific formal agreement is reached between the relevant Defence Areas.

c. That Tri-service units or single Services (sS) that are embedded within a Defence Area structure must maintain that Defence Area's safety management arrangements[1] unless a specific formal agreement is reached between them.

d. That units that 'lodge[2]' on another Defence Area's unit, establishment, site or platform must continue to follow their FULLCOM Defence Area's safety management arrangements, whilst ensuring compliance with the host unit's Standing Orders[3].

e. That units assigned OPCOM, or personnel posted into the Cyber & Specialist Operations Command (CSOC) (including joint ops), must adhere to CSOC policy and safety management arrangements (see Related Info).

f. That the Defence Areas identified as the lead for maintaining the safety management arrangements, will also be responsible for ensuring that appropriate assurance is undertaken, either directly by their own competent teams; or via formal agreement with another Defence Area, where specialist competence is more readily available (for example, Aviation, OME, Port Ops, and so on).

6. These principles cover almost all units employed outside of their FULLCOM Defence Area.

7. Those units that are not catered for will require specific bilateral Defence Area action to secure a Memorandum of Understanding to clarify the audit and inspection of the appropriate safety management arrangements by the relevant Defence Area. The application of Duty Holding and assurance are to follow these same principles.

[1] Such as the Defence Chemical, Biological, Radiological and Nuclear Centre sits within the Army TLB but with rotating sS Commandants, should maintain ACSO 1200.
[2] Lodge – a unit that shares a Defence site and is ADCON or LOGCON but is not/does not have Head of Establishment (HoE) responsibilities.
[3] Noting that this is reliant on regular communication required between HoE and lodger units and an appropriate SME support.

8. The glossary of the terms, definitions and abbreviations used in NATO documents and publications can be seen in Appendix 1 of this Annex which is the Extract to ASCen/CESO/Informal to Applicability of Instructions (safety management arrangements).

Related links to Defence Area's safety management arrangements

9. The fluid nature of Defence requires units or individuals from Defence Areas to be embedded in or assigned to other Defence Areas; all of which have differing safety management arrangements which could lead to confusion as to applicability. The Defence Area's safety management arrangements can be accessed by using the following links:

Note: The following links will be updated as Defence Reform matures and organisations merge under the new Defence Areas. These links and titles will be updated once the changes are established.

a. BRd 10 - Navy Command Safety and Environmental Management System (NC SEMS).

b. ACSO 1200 - The Army's Safety and Environmental Management System (SEMS).

c. AP8000 - Air Safety and Environmental Management System (SEMS).

d. Standing Order 001 – CSOC Health Safety and Environmental Protection Policy V1.0.

e. NADG Safety and Environmental Portal

Extract to Combined Arms Doctrine – Land Operations

Defence Command States

Reference:

A. Army Doctrine Publication (ADP) Land Operations Part 3: Command AC72203 - Land Operations

Command States:

2-11. Command states.[4] The way that the command is applied to the relationships between formations, units, subunits and other land force organisations is with command states.[5] Command states are primarily concerned with the ability to assign an independent mission, to reorganise a unit to suit its task, or to direct specific tasks within an agreed mission. Commanders use command states to balance the need to maintain flexibility and generate tempo (which are **best enabled through control at the lowest level**) while ensuring that they retain the ability to concentrate effects and rapidly switch priorities (**best achieved by commanding at the highest level**). The principles of command inform the application of command states as follows:

a. **Unity of command.** All forces must operate under one designated commander. It requires a single commander with the requisite authority to direct all forces in pursuit of the agreed objectives or end-state. Command states represent the degree of authority given to a commander. They should include constraints on the use of forces and supporting capabilities and the extent of military activities of other authorities in a designated area of operations. When unity of command is not achievable, unity of effort should be established using clear coordination arrangements.

b. **Continuity of command.** Command should be continuous throughout an operation. Command states must always be qualified by the date-time group at which they begin. They should also specify the date-time group at which they are likely to end and must accommodate the situation prior to and after transfer of authority.

c. **Chain of command.** The command and control structure is hierarchical. Subordinates must be in no doubt as to the command state within which they are operating, to whom they are responsible and for what. On multinational operations clarity is essential.

d. **Integration of command.** Command states allow a higher commander to prioritise resources and effort by assisting with task organisation when working with limited resources. Command states should always be set in such a way as to protect the integrity of force structures and where appropriate to protect the independence of non organic forces.

[4] Command states are called degrees of authority by NATO.
[5] The experience of Exercise WARFIGHTER 2021 shows that although the United States recognises NATO definitions of command states, they use their own national system in practice. Confusion can occur because operational control is used by the United States but is interpreted differently.

2.12. A common understanding of command states is a prerequisite for effective cooperation under military command structures. The following NATO definitions form the basis for this understanding with a summary included in Figure 2-2.

a. **Full Command** is the military authority and responsibility of a commander to issue orders to subordinates. It covers every aspect of military operations and administration and exists only within national services. No NATO, coalition or land force commander ever has full command over the assigned forces of other nations.

b. **Operational Command** is the authority granted to a commander to assign missions or tasks to subordinate commanders, to deploy units, to reassign forces, and to retain or delegate operational and/or tactical control as the commander deems necessary. It does not include responsibility for administration. A commander may employ assigned forces under operational command for any purpose and it is one of only two command states (the other being full command) under which the gaining commander may task-organise the assigned unit and thus assign separate missions to it and its subunits.

c. **Operational control** is the authority delegated to a commander to direct assigned forces to accomplish specific missions or tasks that are usually limited by function, time, or location; to deploy units concerned, and to retain or assign tactical command and control of those units. Under operational control the gaining commander may assign a mission to the assigned element that is distinct from, but related to, the gaining commander's overall mission. Operational control does not include authority to break up the force for separate employment or assign separate employment to subunits of the units concerned. Neither does it, of itself, include administrative or logistic control. In the case of a multinational context, this may be for national purposes, where it is in a participating nation's interest to constrain in some way the employment of the contributed force.

d. **Tactical command** is the authority delegated to a commander to assign tasks to forces under their command for the accomplishment of the mission assigned by higher authority, and to retain or delegate tactical control of units. Under tactical command the gaining commander may only allocate to the assigned force a specific task consistent with the accomplishment of the mission and purpose assigned by the higher commander, that is, within the parameters of the current mission given by the higher authority. Tactical command is used where the superior commander recognises the need for additional resources for a task but requires the resources intact for a later role. Under tactical command the assigned force is allocated for specific tasks and is normally allocated for a limited period. This prevents the gaining commander from employing the assigned force in a role or manner not intended by the higher commander. When the task is complete or the specific time frame expires, the tactical command relationship with the gaining force ends. Tactical command usually applies to specific situations and to elements that have unique capabilities. An example of the use of tactical command is a reserve demolition firing party attached to a subunit.

e. **Tactical control** is the detailed and, usually, local direction and control of movements necessary to accomplish missions or tasks assigned. It is used when force elements will operate within another unit or formation's assigned geographical boundaries. The gaining unit becomes responsible for coordination aspects within the shared area of operations. The gaining commander has authority to coordinate local defence, force protection and terrain allocation.

Authority	FULLCOM	OPCOM	OPCON	TACOM	TACON
Task-organise the assigned element	✓	✓			
Assign missions to the assigned element	✓	✓	✓		
Assign tasks to the assigned element for the purpose of which it has been assigned	✓	✓	✓	✓	
May further delegate command authority	OPCOM OPCON TACOM TACON	OPCOM OPCON TACOM TACON	OPCON TACOM TACON	TACOM TACON	TACON
Coordinate movement, local defence, and force protection	✓	✓	✓	✓	✓
Planning and coordination	✓	✓	✓	✓	✓
Administrative and logistic responsibility	✓				

Figure 2-2. Summary of command states

f. **Administrative control** is the direction or exercise of authority over subordinate or other organisations in respect to administrative matters such as personnel management, supply, services and other matters not included in the operational mission of the subordinate or other organisations. It may be assigned separately to a given command state. In the case of a multinational context, administrative control normally remains with national commanders unless expressly delegated to NATO commanders, and then only for a limited time and purpose.

g. **Logistical control** is the direction or exercise of authority to execute logistic functions and activities using assigned logistic units and organisations in the area of operations, including national support elements, logistic support groups, and NATO force integration units. This authority empowers commanders to prioritise, synchronise, and integrate their logistic functions and activities to accomplish the joint theatre mission. Any level of control over logistics would be specified in the nation's transfer of authority letter and would not confer authority over the nationally owned resources held by a national support element, except as agreed in the transfer of authority.[6]

h. **Coordinating authority** is the authority granted to a commander to coordinate specific functions or activities of two or more forces, commands, Services, or organisations. The commander or individual has the authority to require consultation between the organisations involved or their representatives but does not have the authority to compel agreement. In case of disagreement between the organisations involved, the commander or individual should attempt to obtain essential agreement by discussion. In the event they are unable to obtain essential agreement they shall refer the matter to the appropriate authority.

i. **Direct liaison authorised (DIRLAUTH)** is commonly used by UK and some allied forces (e.g. United States) to mean direct liaison authorised.[7] However, there is the potential for confusion with this term when operating with multinational partners. Allied Joint Publication (AJP)-3(B) Allied Joint Doctrine for the Conduct of Operations uses the term DIRLAUTH as direct liaison authority, which is a synonym for coordinating authority. NATO Terminology Database (NATOTerm) does not define the term DIRLAUTH.

2-13. A commander may delegate to a subordinate commander a clearly stated part of their authority. This must be the same or a lesser command state over the allocated force.

2-14. When assigning command states, commanders must be wary that control at too high a level can result in a loss of flexibility and tempo. Conversely, command delegated to too low a level can result in the inability to concentrate resources and will hamper the ability to rapidly switch priorities. To establish the status of units under command, a commander seeks answers to the following four questions:

a. Can the commander use the unit for any purpose? In other words, give it a mission?

(1) Only **operational command** authorises the commander to assign missions to force elements. **Operational control** authorises the commander to assign missions or tasks for the accomplishment of the mission assigned by higher authority.

b. If a mission cannot be assigned, can the commander give the unit tasks within the given mission and so direct the mission's execution?

[6] See Military Committee 0319/3 NATO Principles and Policies for Logistics for policy detail.
[7] Allied Administrative Publication (AAP)-15, NATO Glossary of Abbreviations.

(1) **Tactical command** allows tasks to be issued to subordinates within the mission given to them by their **operational command** or **operational control** commander.

c. Can the commander break up a unit into smaller groupings?

(1) Only **operational command** authorises the commander to split force elements and use component parts separately.

d. Are there any caveats on the use of units, for example employment limited to use for a specified duration?

(1) Under **tactical command** the assigned force is allocated for specific tasks and is normally allocated for a limited period. Under **tactical control** the gaining commander only has authority for coordination aspects such as movement, local defence, force protection and terrain allocation.

2.15. Example employment of assigned force elements. Figure 2-3 provides examples of the implications of command states.

Ser	Command State	Example	Authority
1	**OPCOM**	A BG commander is assigned an armoured squadron OPCOM.	The commander has the authority **to give the squadron a mission** or they can break it up and give a separate mission to each troop.
2	**OPCON**	A BG commander is assigned an armoured squadron OPCON. The BG's mission is to 'Defend Warminster in order to protect key infrastructure'.	The BG commander **cannot give the squadron a mission that varies from that which was issued by higher authority.** The BG commander can issue a mission to the squadron in order that the BG can accomplish its mission to defend Warminster. For example, a mission to 'Secure the railhead' or 'Delay the enemy for three hours between Line TIGER and Line DOG in order to enable preparation of the MDA', would be appropriate.
3	**TACOM**	A BG commander is assigned a light infantry platoon TACOM. The platoon's mission is to escort CPERS from the unit holding area to the brigade collecting point.	As this platoon is TACOM, the BG commander **can assign tasks** to it, (VCP on Route SALAMANCA), as long as it is part of the platoon's mission.
4	**TACON**	A BG commander is assigned an air defence detachment TACON. The detachment's mission is to defend A1 echelon and the CPERS handling facility against air attack.	The BG commander **can direct the location** of the detachment's position and **can control their movement** in the battlespace. The BG commander cannot give them additional tasks (VCP on Route SALAMANCA or defend BG main against air attack).

Figure 2-3. Employment of assigned force elements.