



Stabilisation Unit

# **Working in a Military Headquarters (Exercises and Operations)**

## **Deployee Guide**

Stabilisation Unit  
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The Stabilisation Unit (SU) produces a number of publications aimed at informing key stakeholders about a range of topics relating to conflict, stability, security and justice. The publications can be found at the Publications web page (<http://sclr.stabilisationunit.gov.uk/publications>). These include additional ‘Deployee Guides’ for working in the UN, the EU and OSCE, and a Guide for the Military on ‘Working with Stabilisation Advisers’.

## **INTRODUCTION**

### **Purpose**

This Guide has been written principally for civilian staff deployed to a military headquarters (HQ) for either operations or exercises<sup>1</sup>. These may range from full scale operational HQs (UK, NATO, etc) to replicated HQs formed as part of military education and training courses (for example, at the Defence Academy of the United Kingdom). It is aimed primarily at the Stabilisation Unit's own practitioners and consultants, and those of other HMG Departments. It is not a formal statement of HMG policy.

The Guide is an introduction to how an HQ works, the key personalities and the management and planning processes that will be encountered. The aim is to provide the deployee with an aide memoire that will help them understand the military environment and its contribution to HM Government's strategic direction.

### **Style**

This Guide deliberately uses a 'civilian' lexicon. The military has a culture which can be daunting for the newcomer so by using the vocabulary of management rather than military 'command and control,' it is hoped that the civilian can more easily come to terms with the environment they will encounter. Annex A provides a glossary of the more frequently used military acronyms. Annex B provides a chart which explains military ranks in each of the services.

### **Planning Methodology**

The primary role of a military HQ is to plan and conduct operational activity in support of UK national strategic intent. This Guide uses the NATO Crisis Response Planning (CRP) model as the methodology by which these operations are planned. The deployee should note that there are a number of other models which exist and differ in points of detail. This should not cause undue concern – all end up at the same place which is the agreement on a plan. Furthermore, such is the number of augmentee staff in a contemporary HQ that each phase of the planning methodology is invariably preceded with a formal in-house teaching session. Nevertheless, the Stabilisation Adviser should be aware of the distinctions. A summary of the alternative methodologies is shown on page 11.

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<sup>1</sup> Note that this Guide combines (and replaces) the previous 2014 Deployee Guides to 'Working in a Military HQ' and 'Working on Military exercises'.

## **Civmil and the Integrated Approach**

Crisis management requires a collective response that works across the civil and military (civmil) spectrum to ensure that the strategic agenda is properly harmonised with the supporting “security” (ie military) effort. In UK terms, the 2015 Strategic Defence and Security Review describes this UK response to crisis, conflict and instability - using all the tools of national power available (diplomacy, defence, development, intelligence, etc), coordinated through the National Security Council - variously as an ‘integrated’, ‘whole-of-government’, and ‘full spectrum’ approach. This is complemented by our intent to ‘invest more in our alliances, build new stronger partnerships, and persuade potential adversaries of the benefits of cooperation, to multiply what we can achieve alone’. To avoid confusion, throughout this Guide we will use the term ‘integrated approach’ to describe this concept (it has been in use since the 2010 SDSR and so is generally more familiar). It is the approach adopted in what the military now calls the Combined, Joint, Intra-Government, Inter-Agency, Multinational (CJIIM) environment.

An integrated approach recognises that no one Government Department has a monopoly over responses to the challenges of conflict and stabilisation contexts, and that by making best use of the broad range of knowledge, skills and assets of government departments, integrated efforts should be mutually reinforcing. The intent behind HMG’s terminological shift from “comprehensive” to “integrated” approach in 2010 therefore was to establish greater cross-government collective analysis, leading to more coherent strategy development, followed by collective operational delivery of HMG, rather than departmental priorities delivered in siloes. Note that other governments and international organisations (e.g. NATO and EU) sometimes use “whole of government” or “comprehensive” to describe similar collaboration, with ‘comprehensive’ being NATO’s preferred term.

It should be stressed that this is not an adversarial or competitive relationship. Whilst styles may vary, everyone is working towards the same end. Soldiers, sailors and airmen are invariably keen to help and explain what they are doing. If in doubt, ask.

### **Lessons Learned**

The Civmil function is rapidly evolving. This guide endeavours to capture contemporary best practice. If users have suggestions on how the content may be developed they are requested to contact the SU Lessons Team at [SULessons@stabilisationunit.gov.uk](mailto:SULessons@stabilisationunit.gov.uk).

## NATIONAL SECURITY STRATEGY

This section describes the **military role in wider HMG responses to conflict and instability**. It examines the National Security Strategy (NSS) and the role of the National Security Council (NSC) in delivering this. It emphasises the role the armed forces play as part of a wider Integrated Approach (IA) and highlights the critical distinction between the **supported and supporting effort**. It also covers the likelihood that any future UK crisis response will be part of a **multilateral** military effort

### The National Security Strategy

The UK Government's Security Strategy is presented in the White Paper entitled 'National Security Strategy and Strategic Defence and Security Review 2015' (Nov 2015). It envisages three main themes:

- Protect our people
- Project our global influence
- Promote our prosperity

Led by the Prime Minister, the National Security Council (NSC) is responsible for approving the regional and country strategies that support delivery of these objectives. Delivery of these regional and country strategies is led by appropriate Embassies, or, in their absence, by bespoke integrated units from Whitehall. The military contribution to any given strategy may range from low key defence diplomacy and cooperation ('defence engagement') to stability operations (for example, peacekeeping with the UN), to full on war-fighting.

The deployee should ensure that military planning remains consistent with NSC intent.

### Stability operations and the Supported/Supporting Effort

'Structural Stability' is the longer-term goal to which stability operations contribute. The Building Stability Overseas Strategy (BSOS) describes structural stability as "*political systems which are representative and legitimate, capable of managing conflict and change peacefully, and societies in which human rights and rule of law are respected, basic needs are met, security established and opportunities for social and economic development are open to all*". **This is the supported effort.**

The military approach to supporting stability shares this definition. UK military doctrine publication *JDP 05 Shaping a Stable World: The Military Contribution* (published Apr 2016) sets out guidance on how the military will play its part in setting the security conditions to enable delivery of the UK's national objectives of security, prosperity and freedom. **This is the supporting effort.** This might be done in the context of conflict prevention efforts, stabilisation operations, peacemaking/peacekeeping/peace enforcement and peacebuilding & statebuilding operations (loosely grouped as Stability Operations).

In conducting its operations the military effort should therefore be nested within a broader agenda. Their role is to enable other, wider, outcomes – military objectives are rarely ends in

themselves. The nature of who is supported and who is supporting (in both outcome and activity terms) should be clearly understood. Only when this context is defined and understood can the armed forces be clear on what they are supposed to do. The importance of political primacy cannot be overemphasised.

For the deployee these distinctions are critical. Applying them is at the core of civilian effort within the HQ.

### **Campaigning**

Campaigns are conducted at three levels:

- **Strategic** – Supporting the delivery of national policy objectives as part of an Integrated Approach
- **Operational** – the level at which military plans are formulated and conducted in order to deliver strategic objectives
- **Tactical** – the military activities which arise as a result of implementing the operational plan

Invariably these levels become compressed – for example, the difference between the strategic and operational levels can become hard to distinguish. Furthermore campaigning may be part of a unilateral UK-only commitment or a multilateral, international force such as NATO. Whatever the structure may be, the deployee must be prepared to respond flexibly to the lines of accountability, authority and responsibility each will present. Most civilians however will find themselves working as part of an operational level Joint Task Force HQ and therefore this organisation will be used as the military model in this guide.

## WHAT DOES AN HQ LOOK LIKE?

This section introduces how an **HQ is organised** and the **branch system** which drives its activities. It identifies **key stakeholders** within the HQ and examines in detail the role of the **Command Group** in which civilian augmentees are usually clustered. It briefly describes the **physical environment** and finally defines the important concept of **battle rhythm**.

### Joint Task Force HQ

Whether unilateral or multinational, a Task Force will be comprised of an HQ and several subordinate 'components' representing land, air, maritime, logistic and special forces capability. It is this cross-service collaboration that qualifies the HQ for the title 'Joint'. The force could be led by a Commander from any of the services.

### The Shape of an HQ

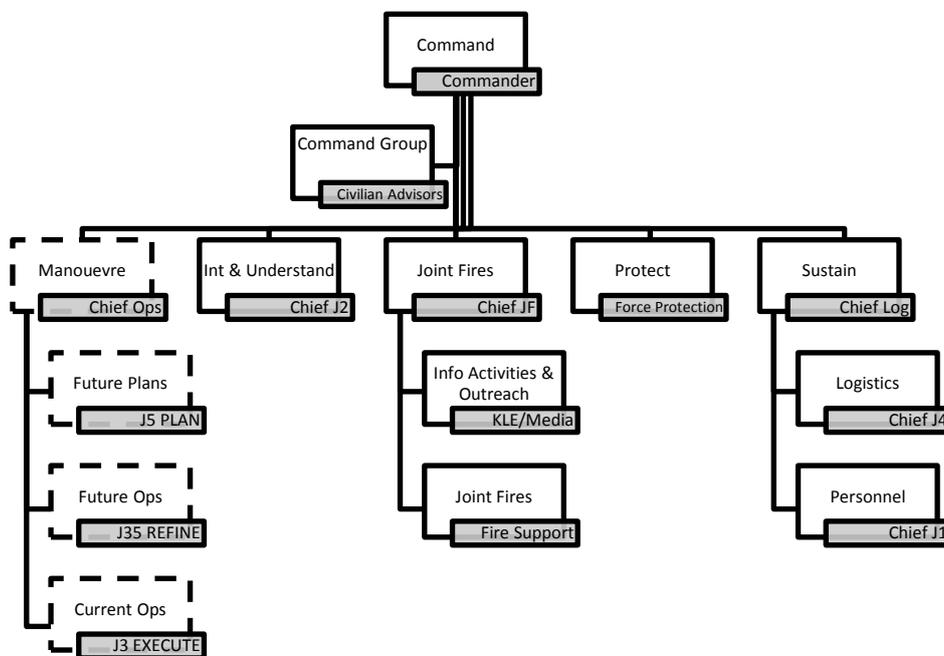


Diagram 1 illustrates the primary tasks that a typical Land HQ will undertake.

The purpose of the HQ is to understand the environment within which the Task Force is working and then plan accordingly to deliver security effect. It is the integrating cells (marked with dotted line) which lead this process supported by the functioning cells (marked with solid line) who offer specific subject matter expertise. It will be noted that the Stabilisation Advisers often sit in the Command Group which reports directly to the Commander, but may equally sit in J5 Plans.

The integrating cells often refer to the process of **plan-refine-execute**. This is simply the methodology which ensures that a workable security plan is delivered in a timely fashion

## The Branches

The detailed planning and conduct of operational activity is run by a set of numbered 'branches' (sometimes more colloquially known as 'shops') under the critical eye of the Chief of Staff. These are:

Branch	Responsibility	Product
1	Personnel	Responsible for personnel matters including manning, discipline and personnel services.
2	<b>Intelligence &amp; Security</b>	Develop an accurate understanding of the enemy and the environment
3	<b>Current Operations</b>	Manage daily operational activities for the force
35	<b>Future Operations</b>	Refine OPLAN and develop Fragmentary Orders (FRAGO) for sub-units up to 5 days prior to implementation
4	Logistics and quartering.	Sustaining the force. Includes medical.
5	<b>Future Plans</b>	Produce Operational Plan (OPLAN). Usually planning up to 28 days in advance
6	Communications and IT	Facilitating command and control mechanisms
7	Training	Training activities as necessary and the leadership of evaluation programmes
8	Resource Management (Finance and Contracts)	Finance Management
9	<b>Civil Military Interface</b>	Managing operational liaison between military and non-military stakeholders

According to which type of HQ it is there will be a prefix in front of the branch code. For example, if it's UK Army it will be G, if it's UK or multinational joint (ie Army, Navy and Air Force together) it will be J. and if it's American it will be S. However, it's the number that matters. So for example the Current Operations "shop" in a joint force would be known as J3.

The adviser needs to be aware of what the Branches do but is unlikely to be working with them all. The most likely exposure will be to those highlighted in bold.

## The Stakeholders

**The Commander:** The Task Force Commander is usually at least of ‘one-star’ rank (Commodore/Brigadier/Air Commodore) and will be accountable for delivering the security environment in which the NSC strategic mission can be achieved. Although highly experienced, the Commander will seek civilian advice particularly in respect of civmil and cross-government matters, to keep the staff on track in their planning. The Commander’s time will be in great demand and although civilians may be part of a close-knit inner circle they should not anticipate having free and unfettered access. Advisers should, therefore, be prepared to brief succinctly and authoritatively. This sometimes means delivering difficult messages, so be ready for a robust discussion. Those who do not know their stuff will be found out.

**The Chief of Staff (COS)** The Chief of Staff is usually of Captain (RN)/Colonel/Group Captain rank and is responsible to the Commander for delivering the output from the HQ. The COS is a pivotal post and those who fill it are selected for their efficiency and effectiveness. The adviser should make a point of striking up a good working relationship with the COS, who will be an invaluable ally in making sure the civilian voice is heard. However, advisers should not overplay their hand. Once the battle rhythm starts the COS is invariably the hardest working person in the tent and will have little time to spare. The COS also runs the Command Group – a small group of close advisers who provide specialist advice to support the Commander.

**The Command Group** Representation varies but the following table gives an indication of who is likely to be present:

Title	Accountable to:	Task
Policy Adviser (POLAD)	PJHQ/MOD	To advise on MOD policy
Political Adviser (POLO)	FCO	To advise on political affairs as they relate to the Task Force.
Development Adviser (DEVAD) or Humanitarian Adviser (HUMAD)	DFID	To advise on longer-term development and/or humanitarian policy and provide link to IO/NGO community
Legal Adviser (LEGAD)	MOD (Mil)	To advise on rules of engagement, captured enemy combatants and relevant legal affairs
Cultural Adviser (CULAD)	MOD (Mil)	To support ‘understand’ effort
Gender Adviser (GENAD)	MOD (Mil) <sup>2</sup>	To represent gender issues

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<sup>2</sup> In the past GenAds tended to be provided by either SU or DFID. But now the MoD is currently training in-house GenAds, and this will increasingly become the norm.

Stabilisation Adviser (STABAD)	SU	Generic civil support as necessary
StratCom Adviser	Cabinet Office	To direct integrated a strategic communications programme

The list is not exhaustive and additional subject matter experts may be present according to need. A further factor for consideration is the possible addition of civilian representatives from other nations in a multinational HQ. It is incumbent on the advisers to co-operate and create an effective working environment.

The role of the STABAD is to provide generalist civilian capability. The incumbent should be an experienced operator who can provide guidance to the staff on a range of political, governance and developmental issues or at least know where to seek information from. The role should be viewed as a civilian 'safety net' capability.

### **The Physical Environment**

An HQ is usually the workplace for several hundred people. This includes not just the staff officers but the troops who protect it, the signallers or other CIS technicians who make sure all the communications equipment works and the administrative staff who provide food, life support, transport etc. It is therefore a busy environment in which teamwork is critical.

The HQ sites itself where it can best command the task force. It has the ability to set up a tented facility but if the enemy threat warranted it, the staff would look for a more secure location such as underground car parks or building basements. It has to be a case of 'right first time' as the setting up or dismantling process can take days.

The HQ will be laid out by branch and cells will be clearly signposted. A help desk will be positioned at the front entrance and the signallers or clerks that man it are invariably very capable in resolving any problems that arise.

On arrival at their workspace the adviser should anticipate having access to UK/NATO Communication and Information Systems (CIS). This will require security clearance to SC level and will allow the incumbent to utilise military email and office management packages. It is rare that parallel civilian systems such as Firecrest are deployed. Interoperability remains a difficult issue, and is an area where specialist expertise is required. Accessing civilian documentation sometimes requires inventive thinking and the adviser should liaise closely with the CIS Manager to agree the best solution. Trying to bypass systems should never be attempted. It will win no friends, will almost certainly compromise security, and will be detected. For instance, a virus infected USB memory stick could potentially bring the exercise to a halt.

The adviser should be aware that personal electronic devices such as laptops, mobile phones and tablets will not be allowed into the HQ. For security reasons they must be surrendered at the main entrance and reclaimed on exit. Moreover, access to civilian accounts such as Gmail or Hotmail within the HQ is frequently not possible.

The Stabilisation Adviser should work on the assumption that living conditions will be rudimentary. As far as possible separate male and female facilities will be made available

although in extremis this may not apply. The adviser should anticipate working and sleeping in large, multi-occupancy (gender segregated) tents, living with communal toilets and washing facilities, eating in field kitchens and being vulnerable to inclement weather. Anything that is better than this should be considered a bonus. There is an expectation that civilians will join in and share the experience with military colleagues so advisers should pack their personal equipment and belongings accordingly. Nobody is likely to be asked to dig a trench, but they might be required to rough it a little.

### **Battle Rhythm**

'Battle Rhythm' is simply the HQ schedule or diary. It is usually centred around several fixed points in the day. Normally there is a 08.00 morning brief which allows a summary of the previous 12 hours and a look ahead to the forthcoming day. At 18.00 or thereabouts there is the evening brief at which the Commander usually delivers direction and guidance on future HQ activities. The COS thereafter turns this into action.

The hours in between these key events are not idle. The diary is crammed full of planning and co-ordination activities which require adviser input. It is possible to spend an entire day moving from meeting to meeting without actually having the time to do anything in the interim. The adviser will soon identify where his or her presence is actually required. As a civilian there is a tendency to receive invites to everything and whilst being popular is gratifying there is a need to prioritise ruthlessly.

The culture of the battle rhythm leads to very long working hours, and on operations, the HQs will be capable of working 24/7. Each adviser will deal with this in their own way but it is something that should be anticipated. It is simple common sense that if a person does not get enough sleep, food or down-time they cannot function at their best. Being at the work station on a 'just in case' basis is not a good habit to get into, and is not expected. Equally disappearing early from the HQ each day is not encouraged. A sensible balance is required.

Civilians operating within a military HQ still have a curiosity value – by and large, those outside the rank structure are treated with caution by the staff – but their expertise is recognised and certainly valued. If the adviser is effective then he or she will be swiftly assimilated. If not, the HQ can be a very lonely place. A professional approach is essential, and that means being in the right place at the right time. The daily diary is so full that being late can disrupt operational effectiveness. There is no greater sin in the HQ than missing a deadline.

## WHAT DOES AN HQ DO?

This section examines the process by which the HQ develops its **operational plan**. It uses the **NATO Crisis Response Planning** methodology to show this but recognises that other models may be encountered

### Introduction

The HQ is responsible for the development and implementation of the Operational Plan (OPLAN). It is the Commander's campaign plan and provides direction and co-ordination to all the Task Force components. It is essential that the adviser understands how it is created and that civil interests are properly accommodated.

On first encounter the operations planning process used by an HQ can appear extraordinarily complex. There are many factors which need to be integrated into the challenge of delivering military success. However, at its core is a very simple methodology aimed at turning a wide range of information inputs into a plan.

### Planning Methodologies

The table below illustrates some of the main planning methodologies currently in use. However, whilst the terminology may differ they all arrive at the same endstate – the Commanders decision on what his plan will look like:

US	UK	NATO
<b>MILITARY DECISION MAKING PROCESS (MDMP)</b>	<b>OPERATIONAL ESTIMATE</b>	<b>CRISIS RESPONSE PLANNING PROCESS (CRP)</b>
<ol style="list-style-type: none"> <li>1. Receipt of Mission</li> <li>2. Mission Analysis</li> <li>3. Course of action (COA) Development</li> <li>4. COA Analysis</li> <li>5. COA Comparison</li> <li>6. COA Approval</li> <li>7. Orders Production, Dissemination, and Transition</li> </ol>	<ol style="list-style-type: none"> <li>1. Review the Situation</li> <li>2. Identify and Analyse the Problem (Mission Analysis and Initial Object Analysis)</li> <li>3. Formulate Potential CoAs</li> <li>4. Develop and Validate CoAs</li> <li>5. Evaluate CoAs</li> <li>6. Commander's Decision</li> </ol>	<ol style="list-style-type: none"> <li>1. Initial situational awareness of crisis</li> <li>2. Operational appreciation of the strategic environment</li> <li>3. Operational Estimate.               <ol style="list-style-type: none"> <li>a. Mission Analysis</li> <li>b. COA Development</li> </ol> </li> <li>4. Operational Plan Development               <ol style="list-style-type: none"> <li>a. Operational CONOPS development</li> <li>b. Operational OPLAN development</li> </ol> </li> <li>5. Execution</li> <li>6. Transition</li> </ol>

For illustrative purposes the methodology described below is the NATO CRP. The UK process is recognisably similar.

### **Mission Command**

Operational planning is conducted around the principles of Mission Command. Emphasising the value of initiative at all levels, Mission Command combines centralised intent with decentralised execution. A Commander will tell his subordinates what he wants done, how it is delivered is then up to them. In practice the adviser will see this manifest itself in the planning cycle through emphasis on the use of back briefs. Having received their directions, subordinate commanders will subsequently devote considerable time to telling the Commander how they intend to deliver his objectives successfully.

### **Crisis Response Planning (CRP)**

At the operational level NATO refer to the military planning process as Crisis Response Planning (CRP). It is a prescribed methodology and the planners will stick with it. Advisers should not try to change it – they will be disappointed.

The process has a series of decision points at which the Commander must use experience and judgement to give planning direction. For the civilian the challenge is to influence the thinking at each decision point so that the needs of the Integrated Approach are met.

### **The Phases of Planning**

There are six phases in the military operations planning process:

Phase 1; Initial situational awareness of potential/actual crisis

Phase 2; Operational appreciation of the strategic environment

Phase 3: Operational Estimate.

- Phase 3a. Mission Analysis
- Phase 3b. COA Development

Phase 4: Operational Plan Development

- Phase 4a. Operational CONOPS development
- Phase 4b. Operational OPLAN development

Phase 5: Execution

Phase 6: Transition

It is a process which is carefully choreographed but one which, under pressure, can be achieved very quickly. Alternatively it can take days. Either way, the Stabilisation Adviser must be prepared to be fully engaged throughout all the phases<sup>3</sup>.

### **Phase 1 - Initial situational awareness of the crisis**

Planning begins as the result of an emerging threat. NATO's Supreme Allied Commander Europe (SACEUR) will initiate the Comprehensive Preparation of the Operational

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<sup>3</sup> For a detailed description of all the phases the following SHAPE publication should be consulted:

*Allied Command Operations, Comprehensive Operations Planning Directive, COPD Interim V2.0 (04 Oct 13)*

This provides the formal guidance as to how the full planning process should be conducted.

Environment (CPOE) process. As its title suggests this involves developing an initial understanding of the challenge and how the affected stakeholders might respond. It is setting the scene for future action and is managed by the Comprehensive Crisis and Operations Management Centre (CCOMC) at Supreme Headquarters Allied Powers Europe (SHAPE).

The role of the Stabilisation Adviser is critical right from the outset in shaping the HQ's thinking for subsequent planning. A crisis exists in a political context and this needs to be clearly defined so that planners understand the parameters within which they will work. The adviser must guard against the development of a solely military response.

### **Phase 2 - Operational appreciation of the strategic environment**

If the threat deepens Phase 2 will commence with the issue of SACEUR's Strategic Warning Order to the operational HQ. This will define the North Atlantic Council's (NAC) intent and set the scene for the development of Military Response Options (MRO) by the HQ.

It is possible that at this stage an Operational Liaison and Reconnaissance Team (OLRT) – essentially an advance, information gathering team - will be deployed to the affected region. If possible, Stabilisation Advisers should be part of this process. The OLRT is critical in shaping the Commander's thinking and its feedback needs to reflect political imperatives.

The HQ planning process will be led by the J5 branch. This is where the advisers should focus the majority of their effort as it keeps them in touch with the emerging military plan. This ensures that the options being worked up remain compliant with political realities.

The end product of this phase is the Commander's recommendation to SACEUR on a preferred MRO. On this the basis of this SACEUR will then issue a Strategic Planning Directive to the HQ which will initiate detailed operational planning.

### **Phases 3a/3b – Operational Estimate - Mission Analysis & Course of Action Development**

Based on SACEUR's Strategic Planning Directive (SPD), the Commander will issue planning guidance to the HQ staff and subordinate formations. It establishes what he wants done and provides direction on how this might be delivered by various Courses of Action (COAs). The staff then commence the complex task of analysing all the various military and non-military factors that will help deliver the Commanders desired end -state.

It is at this point that the HQ agenda starts to become very crowded. Various planning tools are deployed and all the branches commence detailed analysis. The adviser must ensure that the wider political dimension is not lost – the planning, not unreasonably, can become a little insular. The adviser will find that a good staff will explain what they are doing and what shape the non-military input should take.

There will be frequent opportunities to raise issues if the adviser has concerns. Ideally these should be addressed at desk level rather than in the full glare of a public meeting. However, the adviser should not be concerned at escalating matters if advice is consistently being ignored. This is an option that should be used sparingly at most if the adviser is to retain a good working relationship with military colleagues.

The culmination of these two phases is the 'wargame'. With the staff clustered around a very large map each COA is played out and assessed in very fine detail. The advisers will be key players and will be required to present the political input. If there are concerns they must be aired. On the basis of what is presented the Commander will select a preferred COA to work up the Concept of Operations (CONOPS).

#### **Phases 4a/4b - Operational plan development – CONOPS/OPLAN development**

For the layperson there is little difference between CONOPS and OPLAN. One is simply the development of the other. The final product is the OPLAN which determines in great detail how success will be achieved.

The adviser must ensure that the OPLAN remains true to the constantly changing political environment. The Commander and staff need to be routinely briefed and informed of any critical developments.

The adviser may also be the one that needs to remind the planning group or the Commander of the need to ensure that any "host government" has been consulted appropriately and is on-board with the plan – or that, at the very least, their concerns and objections are clearly recognised and registered.

Finally the adviser cannot help but be caught up in the drafting and quality control of the multiple co-ordinating annexes that accompany the OPLAN. It is a time-consuming and tedious task but an essential one and supporting the staff in its delivery will be both expected and appreciated.

#### **Phases 5 & 6 – Execution and Transition**

The implementation of the plan and the subsequent handover to whichever authority has been identified to assume responsibility for managing the crisis e.g. a follow on force or international organisation

## WHAT DOES THE STABILISATION ADVISER DO?

This section looks in detail at the responsibilities of the civilian when advising the HQ. It highlights the importance of following ‘**best practice**’ principles and how these need to be reconciled with **personal views**. It provides guidance on how to **deliver influence** and raises a ‘top ten’ of issues that are likely to be encountered. Finally it suggests the use of **case studies** to support military understanding of the civil view.

### Best Practice

It is essential that stabilisation best practice is fully and accurately incorporated into military operations. Commanders and staff at all levels should understand how the security agenda is driven by political imperatives and train accordingly.

The ownership of best practice development lies with the Stabilisation Unit (as mandated by the NSC) and it is the adviser’s responsibility to ensure that they are fully acquainted with the current official policy. The following publications should form the baseline of any adviser’s reference library:<sup>4</sup>

- Building Stability Overseas Strategy
- 2014 UK Approach to Stabilisation
- Joint Doctrine Publication-05, *Shaping a Stable World: The Military Contribution*

The content is formally endorsed as UK policy falling under the wider Building Stability Overseas Strategy and is reflected in UK doctrine.

### Thematic Tasks

More specific thematic areas that advisers should also be aware of and ready to offer basic advice on include;

- SSR: 2014 Security Sector Stabilisation
- Gender
- Conflict Analysis/Conflict Sensitivity; SU Conflict Analysis/Sensitivity guidance 2015
- Civilian Planning; SU What Works Planning
- Humanitarian Cluster system

The adviser’s challenge is to reconcile this raft of best practice with their own personal opinion and experience. It is a difficult balance to strike but in the event of a difference of opinion the corporate view should take priority.

### What will Advisors do?

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<sup>4</sup> The documents can all be accessed via the SU portal at:

<http://www.stabilisationunit.gov.uk/stabilisation-and-conflict-resources/stabilisation-unit-publications.html>

All staff, whether civil or military, are deployed because they add specific value to the CRP jigsaw. Whether they wear a uniform or not is irrelevant – it is the expertise that matters. There is no definitive list as to what tasks the civilian may be asked to do but the following options are most likely:

Task	Comment
Support plans process	Early engagement with J5 to ensure civmil balance is built in to plan-refine-execute
Subject matter expertise	To support the staff in understanding aspects of the Host Nation environment e.g Critical National Infrastructure (CNI) and its technical points of vulnerability
Key Leader Engagement (KLE)	To support the Commander in co-ordinating engagement activities with Host Nation and external agencies (IO/NGO)
Liaison	To link the HQ with critical stakeholders and their decision making processes e.g. Embassy staff or Whitehall
Red team	To challenge military thinking
'Voice of the people'	To act as an HQ 'civil conscience'

A frequently asked question by military planners is 'what does the supported effort want from us?' In the absence of any more specific detail the following is offered as a pragmatic starting point for the adviser:

**The supporting effort should set the conditions for freedom of movement for the host nation population and its appointed officials. This implies that the minimum security is in place to allow political activity, governance and economic development to proceed safely.**

Invariably this task will be augmented by 'be prepared to' commitments such as security force capacity building or support to the international community.

### Exerting Influence

Providing advice to the staff is a challenging task. It must be timely, authoritative, reliable and credible. In an environment which is dynamic and outcomes focussed there is often little room for reflection and discussion. The adviser must therefore be prepared to intervene confidently when the situation calls for it. Critically the timing may not fall neatly within the smooth running of the battle rhythm but it is the adviser's duty to act as the circumstances dictate.

Sometimes, in spite of all the adviser's efforts, advice will be discounted or ignored. This calls for a calm response – the staff may be working to a different understanding of the problem. It is a personal decision as to whether the matter is raised with the Commander (after all, it may be him or her doing the ignoring) but it is always prudent to have a quiet informal word with the COS before escalating the matter.

### 'Top Ten' Issues

The breadth of issues the Adviser is likely to face is considerable and a comprehensive 'solutions checklist' cannot be offered. However, the following table represents a 'top ten' of recurring themes and possible issues which may be taken as a starting point:

<b>Theme</b>	<b>Description - Civilian Intent</b>
Understanding the local context	The short term nature of military deployments must be reconciled against the long term commitment necessary to build an accurate understanding of the Host Nation (population, power, politics, governance, conflict dynamics, etc). There is a significant risk that early action will be based on incomplete knowledge leading to alienation of elements of society. The STABAD must encourage the HQ to seek out reliable sources for understanding the context, recognising and emphasizing that this runs contrary to immediate action.
The role of the Host Nation	The HN is often overlooked during the planning phase and becomes a marginal presence, especially in exercise play. Engagement of the HN is central to enduring campaign success and they must not be allowed to be a peripheral presence at any time.
Importance of Gender	Promoting and protecting women's rights is the morally right thing to do, we are legally obliged to do so, it is frequently central to our mandate (as part of Protection of Civilians), key to our intelligence/ understanding (50% of population), and makes achievement of stability more likely. It is central to the understand and influence campaigns and should therefore be given appropriate weight in the military planning effort.
The use of the word 'Stabilisation'	'Stabilisation' is widely used as a catch all phrase to demonstrate campaign success. It is most frequently used to describe the period after decisive operations when what the user really means is 'secure'. The STABAD should be prepared to question both context and meaning to ensure that it does not create an assumption of premature success.
Maintaining the correct balance between supported and supporting effort (military contribution to the 3Ps <sup>5</sup> )	As the supporting effort, the role of the military is to provide the secure environment within which a political settlement can be sought and assistance provided. The challenge for the military is to avoid becoming too forward leaning into the political arena thereby replicating or confusing the political LOO, or too proactive in delivering project support (see below for examples).
Key leader engagement (KLE)	KLE must not be undertaken by the supporting effort in isolation. KLE is led by the supported political effort and should be co-ordinated as such.
In extremis support to Humanitarian agencies (HAs)	Generally HAs are looking for freedom of movement and look to the supporting effort to deliver this. They will, on occasion, look for in extremis assistance but this will be an exception rather than the

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- Protect political actors, the political system and the population.
- Promote, consolidate and strengthen political processes
- Prepare for longer-term recovery

	<p>rule. Whilst the military should conduct contingency planning for such tasks it should be discrete and low key. Military involvement in delivery can rapidly compromise the independence, impartiality and neutrality that HA's rely on for their access and protection.</p> <p>The HQ should recognise that HAs are very competent and will ask for help as and when they need it.</p>
Local projects as a force protection measure	<p>Sometimes 'economic development' will be used as justification for conducting local project initiatives. This ignores the strong potential of 'doing harm' (militarising humanitarian assistance; substituting state service delivery [generally unsustainable and may directly undermine state/local authority legitimacy]); often creating divisions within and between communities [who's gaining, who's being ignored, who's winning our contracts, etc). Recognise that activities such as these are largely for force protection and highlight potential risks and dangers. If undertaken (in response to requests by local authorities), apply conflict sensitivity principles and be aware of potential impact on local cultural and societal norms.</p>
The local police and their role in delivering security	<p>A reliable and disciplined police force is essential in setting the conditions for stability. This cannot be created by a military force – community policing requires the application of specialist skills and these are not learned quickly. The military should be encouraged to reconcile this thorny issue with the Host Nation who should be encouraged to lead the capacity building programme. The implications of slow training cycle must be grasped at an early stage.</p>
Targeting for hard or soft effect (influence)	<p>Political considerations must drive the influence programme. Targetting boards should have all stakeholders represented and also reflect the host nation view.</p>
Civilian casualties	<p>The implications of civilian casualties are well understood by all stakeholders within the HQ. Where civcas occur the STABAD must ensure that transparency is a key principle in the investigation process. Where mistakes occur they must be admitted to and remedial action taken as appropriate.</p>

### The Learning Organisation

In order to apply the Integrated Approach effectively, stakeholders need to develop a mutual understanding. The Stabilisation Adviser should take every opportunity to educate military colleagues on the supported efforts view of the world. How this might be done may take many forms but case studies provide a useful starting point.

The SU has developed a pack of simple case studies designed to illustrate certain civil themes. A sample sheet is shown at Annex C. These studies are designed to form the basis of a discussion amongst civil stakeholders which will support a more holistic approach. To access the full range of case studies the adviser should contact the SU Lessons Unit.

## **WHAT DOES THE STABILISATION UNIT DO?**

### **Responsibility**

Within the SU, the Civmil Adviser (sat within the Lessons Team) is the primary point of co-ordination for all aspects of civilian support to military operations and exercises. The SU Capability Team will coordinate the end-to-end recruitment process.

### **Staffing**

The requirement for civilian representation in an HQ will be determined by the intentions and operational capabilities of MOD, FCO, DFID and other interested agencies. Working in partnership with the SU, they will establish Terms of Reference for the individual augmentees they seek. Once these have been developed the SU will then co-ordinate the appropriate recruitment processes starting with the publication of an Expression of Interest calling notice.

Applicants should be under no illusion that the operational environment is extremely dynamic and that requirements may change. Recruitment can move very quickly or frustratingly slowly for the individual. Assuming all goes well, short-listed candidates may be invited for interview. This may be in person, by VTC or by phone.

Once selected, the adviser will be issued a contract, joining instructions and relevant reading material by the SU Capabilities Team. The team will also co-ordinate any specific security clearance and issue any necessary equipment. Clearances up to NATO Secret will be required. Deployees should take some form of official photographic identity document (passport or driving licence are usually acceptable) along with a hard copy of their security certification. Failure to do so can mean that access to the HQ is refused.

Advisers will receive a pre-deployment briefing from SU staff. This will allow the deployee the chance to raise questions or concerns which they may have regarding any aspect of the contract. If the deployment is to be to an active Area of Operations the deployee is strongly advised to ensure that they understand fully the Crown Agents Duty of Care policies including life insurance programmes.

Additionally they may be offered the contact details of a military co-ordinating officer within the HQ. Experience shows that these points of contact are normally extremely helpful and the adviser should not be reluctant to use them.

### **Deployment**

A check list of deployment considerations is attached at Annex D.

On arrival at the HQ the deployee should be ready for the unexpected. The deployee must make their own judgement whether changes of circumstance are within their competence or willingness to accept. Consultation with the Chief of Staff and/or the SU is encouraged.

Following the conclusion of the deployment, the adviser should be prepared to conduct debrief and reporting activities under the direction of the Lessons team. At a minimum, completing a Post Exercise Report will be required. For many overseas deployments, a face-to-face debrief may be requested as well.

## PRACTICING FOR OPERATIONS

This section looks at how an HQ will **prepare for operations by conducting exercises**. It emphasises that for the HQ there will be no difference in approach but that for an exercise, 'real world' agencies have to be played realistically by a military function known as **Exercise Control (EXCON)**. It also defines **the Grey Cell** concept.

### Civilian Engagement in Exercises

A military exercise trains an HQ in how it plans and executes its operational procedures. The need for civilian engagement is no less vital in this environment.

Civilians are required for four reasons:

- to ensure the political backdrop to the exercise is realistic – the security planning effort cannot sit in a vacuum.
- military staff must learn how to work effectively with all other stakeholders who will be found in the operational area; civilians can play those roles, or at least explain what the likely responses of different stakeholders would be. It can be a daunting requirement for both civilian and service personnel alike.
- civilians will have deep experience of working in fragile states and can highlight to the military the second and third order effects of military activity.
- training is a two-way street. When 'real life' operations occur the military will want to work with people they know and have confidence in.

Supporting a military exercise will require the deployee to demonstrate many skills. Technical specialist, role-player, observer and mentor are but a few. Flexibility and a willingness to get involved will be key and will make for a rewarding time – it is an opportunity that few get to experience.

### Types of Exercise

Each exercise will have a different cast of players and there are several permutations on how the management structure will be set up. The most likely options are:

- Core UK exercises – UK participants only
- Non-NATO multilateral exercises – UK working alongside international partners
- NATO multilateral exercises – UK units working to a NATO HQ which may or may not be UK-led
- Support to other Regional Security Organisations –such as the African Union, OSCE, EU Missions

In order to prepare themselves, for the exercise scenario deployees will wish to be clear who they are supporting and at what level they are working. This is a discussion which should be held with the SU Capabilities Team prior to deployment.

## Format

An exercise normally takes one of two formats:

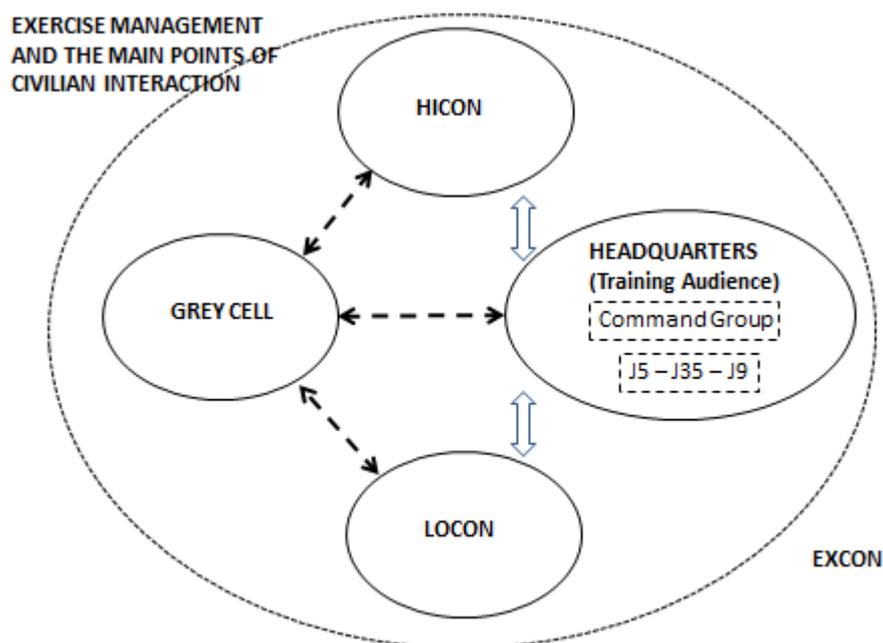
- **Command Post Exercise (CPX)** in which the HQ is the training audience; other departments facilitate this training. Most exercises follow the CPX format.
- **Field Training Exercise (FTX)/Live Exercise (LIVEX)** in which the HQ and its subordinate tactical units participate. This normally involves front-line units working at the operational and tactical level.

## Exercise Management

There are two major groups in a military exercise:

- **The training audience** – the Joint Task Force Headquarters and its component commands
- **Exercise Control (EXCON)** – the organisation which manages the overall planning and delivery of the exercise. This includes command of Higher Control (HICON), Lower Control (LOCON) and the supported Civilian effort (Grey Cell).

The diagram below shows how these groups interact.



## Exercise Structures

An exercise is usually in two parts:

- **Part 1 - The operational planning phase** where the HQ planning branch (known as J5) lead the process of developing the operational plan (OPLAN). It is not uncommon for this phase to be conducted in barracks. Defining the plan and then writing it takes approximately one to two months in the peacetime training cycle.

- **Part 2 - The exercise (or “execute”) phase** where the HQ planning implementation teams (known as J35 and J3) deliver the OPLAN and deal with the management of its consequences. This phase usually lasts two to three weeks.

Exercise Control (EXCON) is the organisation that has the responsibility for running the exercise. Normally led by the J7 (training) branch, it is their job to organise the systems and facilities necessary to train a capable headquarters that ultimately has to deploy on operations. This task is complex, and no-one should underestimate the pressure the staff will be under. Before the CPX starts in earnest several days will be spent by both EXCON and the training audience to familiarise themselves with procedures and facilities. This is the opportunity for the Grey cell to prepare itself.

EXCON representatives will lead the planning and scripting of the scenario. They will give direction to the civilian Grey Cell (of which more later) as to what they wish to deliver throughout the exercise. EXCON recognise that they have to lean heavily on the advisers to ensure that their training objectives are reconciled within a realistic political environment. A responsive and supportive Grey Cell is greatly appreciated by the military staff and advisers should ensure they are proactive in setting the right conditions for EXCON.

### **Scripting**

Writing an exercise requires substantial expertise and time. Depending on the training audience’s needs this can take 2 years.

The process will commence with the definition of the military training objectives. These should provide a constant touchstone throughout the exercise to ensure that it retains its purpose. The civilian component of these objectives can be somewhat bland. Usually it relates to the application of the Comprehensive (NATO) or Integrated Approach (UK). Whilst this is not unreasonable as a strategic intent its subsequent interpretation at the operational or tactical levels needs to be carefully managed.

These considerations make it essential to have experienced civilian input to the writing team. There will be multiple international stakeholders whose influence should be reflected and ideally this will be factored into the script at the beginning. This will not always happen, and the Stabilisation Adviser should be ready to ‘back fill’ or add granularity to the political story as necessary. Possibly they will be aided by having a reach-back link to SMEs in the relevant Ministries.

Nonetheless, it must be remembered, that ultimately this is a military exercise designed to test military procedures. Therefore, political context must set realistic conditions for the delivery of the military training objectives.

### **Scenario**

For presentational reasons it is very rare that an exercise will be based on a real world scenario. The adviser will invariably be confronted with a situation based in an imaginary country beset by a catalogue of woes. However, whilst fictional, the scenarios are often centred on thinly disguised versions of actual countries and contemporary crises. The

exercise geography and associated mapping will also often reflect real world terrain, with only the place names changed.

Faced with such a situation the adviser should suspend disbelief. The novelty soon wears off and the scenario takes on its own reality - it is not uncommon to hear the staff animatedly discussing how made-up people in a made-up country might be effectively influenced. The civilian challenge is to drive the political context in a realistic and plausible manner. There are no right or wrong solutions but advisers must use their experience and judgement of how the key stakeholders might react in the real world when faced with similar circumstances. Because the scripting input can only go so far, there will be numerous information gaps which will need to be dealt with. Again the adviser will be required to address these using their knowledge of how the civilian world works.<sup>6</sup>

### **Scriptwriting Product**

Scripting will produce a number of key documents. These provide the basic background and reference material on the particular crisis which are then subsequently supported by a stream of updates and reports as the exercise plays out. Titles and terminology may vary between exercises but the following documents can be anticipated:

- **Road to Crisis (RTC):** RTC is the document which summarises the political, economic and security developments that brought about the crisis with which the HQ is to engage. It should provide the majority of information that a Stabilisation Adviser will need with such data as UN Security Council Resolutions, NSC direction on country strategy or DFID development programmes.
- **Country Books:** Each entity being played in the exercise should have its own Country Book. This covers all the data relevant to the region from the design of the national flag to the harbour fees of its largest port.
- **Reporting:** Reports take many forms and frequencies. The adviser should be aware that these will be the primary means of feeding the exercise play with information and intelligence. From the ubiquitous Diplomatic Telegram (Diptel) through to the unreliable Press Release to the military Situation Report (Sitrep) there will be a steady flow of reports and returns from the various Higher Control (HICON) and Lower Control (LOCON) agencies which will stimulate action by the HQ. It is important to keep on top of these as they are the life blood of the exercise and the adviser should liaise widely through Grey Cell to ensure that they are properly co-ordinated with other EXCON cells..
- **Information Gaps:** There will be occasions when despite all the paperwork and background briefing material there is no answer to a specific question. To address these information gaps the military use the Request for Information (RFI) process. This is simply passing the question to the agency most likely to be able to provide the necessary answer. The question and response are tracked and clear lines of accountability are defined to make sure that someone is responsible for filling in the blanks.

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<sup>6</sup> UK Stabilisation Unit (2014), [UK Principles for Stabilisation Operations and Programmes](#)

## Higher Control

Higher Control (HICON) is designed to represent the military entity to which, in reality, the exercising formation is accountable. Depending on the HQ this could mean organisations such as Supreme Headquarters Allied Personnel Europe (SHAPE) or Permanent Joint Headquarters (PJHQ). HICON's role therefore is to provide the necessary military direction within which the task force will conduct its planning.

## Lower Control

Lower Control (LOCON) is designed to represent the organisations under direct command of the exercising formation. In some cases actual units will deploy to practice tactical manoeuvre but mostly LOCON comprises small teams whose job it is to feed the HQ with day to day reporting.

LOCON's represent the components that make up the particular task force. They are the elements which fight the battle and conduct the security operations that set the conditions for enduring stability.

## Grey Cell

The Grey Cell is the agency within EXCON that is responsible for the exercise management and role-playing of the civilian component. It is the point at which the political environment is shaped and co-ordinated thereby setting the context for the HQ's supporting activities.<sup>7</sup>

The Grey Cell will act as a muster point for all non-military players. This is likely to include diplomats, international organisations, embassies, NGOs, host nation representatives – essentially anyone not in a uniform will sit within the Cell. It has become ~~is~~ a key function and the choreography of the civilian input into the exercise requires careful control.

There is no standard organogram, but the Grey Cell must be led by a strong manager. In order to sustain realism, ensure coherence with the military training objectives and to make sure the right lessons are learned requires the confidence to deal with what can appear to be an intimidating military agenda. The strategic political timeline must be sustained throughout the exercise but with the flexibility to accommodate any operational and tactical events introduced by EXCON

The 'play' of the civilian piece can be conducted through any number of means, including reports, news flashes, policy statements, meetings and video link. What should not be forgotten is that the purpose of any inject is to get information to the HQ. Exactly how they

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<sup>7</sup> The colour coding theme is a feature of military terminology. The adviser should be aware of the following:

- Blue – Friendly Forces
- Red – Enemy Forces
- Green – Civil and Paramilitary Police Forces (sometimes used for all host nation security elements including their military)
- White – Civilian Agencies

get that information is less critical. Role-playing, where it is used, must be properly managed and not allowed to descend into pantomime.

The link between the Grey Cell and the Stabilisation Advisers within the HQ is a critical one. It must be remembered that the latter, although inside the HQ, are not part of the training audience. The requirement is to sustain a credible political environment. The HQ advisers must be informed privately, what is coming so that they can shape their advice to Commander accordingly, thereby setting the conditions for future developments. There must therefore be constant liaison between the teams.

The Grey Cell will also assume responsibility for providing formal feedback to the HQ's staff on their performance in managing civilian related activity. How this might be done is a matter for agreement with the HQ COS but it is an essential element of the exercise agenda. Currently no formal mechanisms on assessing performance exist but this should not preclude some subjective analysis using judgement and experience. Finding time within a very crowded battle rhythm (diary) will be challenging but must be sought. At the very least there should be a civilian speaking slot at the final debrief that will inevitably occur at the end of the exercise (ENDEX).

In delivering exercise challenges to the staff the Grey Cell may take the view that 'less is more'. There can be a tendency for the exercise to be overwhelmed by pre-planned, computer-monitored injects, leaving the HQ to do little more than tackle one problem before the next one comes along. The learning value from these injects is thereby materially diminished. One inject properly played and debriefed is of much greater value than 10 partially applied.

Subject matter expertise on thematic issues should, as far as is possible, be concentrated in the Grey Cell rather than the HQ. This ensures that ownership of the stabilisation agenda is retained outwith the HQ, as it would be for real, at the Embassy or in an ad-hoc field organisation. As and when the HQ needs to access this expertise it can be on an 'on call' basis. . These 'external levers' represented by Grey cell include:

- FCO, DFID and MOD – the three primary UK Ministries although they are likely to be augmented by others such as the Home Office or Ministry of Justice. The intent is to deliver all the 'levers of national power' in a single Integrated Approach.
- The Host Nation (HN) – This is likely to include both the government and elements of the local population (either or both of which may be the focal point of intervention).
- Regional Actors – it is highly likely that other neighbouring countries will need to be part of the solution. Their influence may be benign or malign but either way it will have to be managed.
- International Organisations (IO) – bilateral or multinational military interventions generally tend to occur alongside multilateral initiatives. Some multilateral bodies (e.g. those involved in humanitarian aid or development) may already be involved in dealing with a conflict before the arrival of international troops. The UN, EU, AU and OSCE tend to be the main players but there is a whole raft of other regional security and economic organisations who might be considered.
- Non-Governmental Organisations (NGO) – representing a whole spectrum of governance, developmental, human rights, welfare and social interests.

Playing these organisation represents a considerable commitment for the civilian team. They must use their experience and judgement to sustain a realistic political context throughout the exercise to ensure that the HQ learns the right lessons.

### **The Civilian Contribution**

The following Grey Cell staff appointments should be considered as part of the exercise planning process:

Grey Cell	Controller	Responsible for the overall management, co-ordination and quality control of political component of exercise
Grey Cell	Subject Matter Expertise	As required. Provide the HQ with guidance on thematic issues such as Rule of Law (including the Police), Human Rights, Gender etc.
Grey Cell	Evaluator	To provide the HQ with best practice guidance and to identify lessons learned.

It is strongly advised that a Civilian Planner is attached to EXCON as soon as the exercise support task has been agreed by the SU. This need not be a full-time commitment but it should be a constant one. The planner will not only provide continuity but will ensure that the exercise scenario is properly shaped to ensure that the political context is established. To aid familiarity and continuity, it is helpful if this Planner subsequently acts as adviser to the J5 Branch during their development of the Operational Plan (OPLAN) before the CPX phase . Ideally they should be prepared to assume the role of Head of Grey Cell during the exercise itself

The shape of the civilian cohort will be determined by EXCON. The final numbers will be a balance between perceived need and available resources but there is no set organogram which is consistently applied. The Civilian Planner should be prepared to advise the HQ what the appropriate number might be – it is not unfair to say that the EXCON planners often do not really know what they need and would welcome guidance. Funding for posts will be found from various sources within MOD and SU.

### **The Importance of Lessons Learned**

The purpose of an exercise is to ensure that the HQ is prepared for real world operations – or that trainees are better able to contribute to this eventual objective. It is, therefore, vital that both during and after the exercise time is allocated for monitoring and evaluating (M&E) purposes.

The task of evaluating HQ performance has already been identified as a specific responsibility for EXCON staff. Ideally, this role should fall to an experienced adviser who carries the confidence of the Commander and COS. The incumbent should not be reluctant to deliver difficult messages.

The civilian evaluator should be closely linked with the military evaluation team. There must be a collective view of the HQ's performance and recognition that both military and non-military actors alike can benefit from independent assessment. The civilian evaluator's contributions should be considered equally to those of his military colleagues.

### **Debrief Options**

There are a range of learning options which might be considered. The following are tools that could be used depending on the HQ's appetite:

- **Daily civilian-led debrief:** should be accommodated where possible and be the responsibility of the civilian evaluator. Finding time in what is likely to be a very busy battle rhythm (especially for the Comd/COS) will be challenging but it is essential if the staff are to understand what they are doing right and wrong and adjust their behaviour accordingly. A few scenarios properly played and debriefed are much more useful than a large number which are simply coped with.
- **Written Reporting:** A written post exercise 'civilian' report to the Commander provides a useful record for the HQ. This should be based around a verbal debrief offered to the Commander and staff at ENDEX. It would draw on the report on the Grey Cell Evaluator (if present) and the individual Post Exercise Reports of all SU-provided advisers, and be signed off by the Head of SU or his nominee to ensure the correct protocol is observed. If used correctly the formal report represents a very constructive basis for future development.
- **Performance Feedback:** The civilian component needs to understand how effective their input has been. In the spirit of integrated working both civilians and military should be prepared to highlight areas for mutual improvement. The HQ will be invited to comment on operational issues, team or individual performance concerns or administrative support and report back to the Stabilisation Unit.
- **Lessons Learned:** The adviser should be prepared to identify lessons learned with the SU Civmil Adviser and SU Lessons Team, and to reflect these candidly in his or her Post Exercise Report. These will support the development of future best practice. The Stabilisation Unit will include a requirement for a post-deployment report in the adviser's contract including a recommended report format. The Civmil Adviser will be responsible for the management of individual performance issues.
- **Study Days:** The Study Day is a very valuable tool which offers the chance for the HQ to gain a better understanding of Civmil issues. As a bespoke pre or post exercise offering it allows key messages to be presented to the staff in an environment which facilitates learning.

## MAXIMISING YOUR INFLUENCE

Working in a military HQ as a Stabilisation Adviser can be a daunting task. The following suggestions offer some ideas on how the civilian can maximise his or her influence.

**Make friends** – get to know the Chief of Staff and Chief J5 as a priority. Their support is essential to provide the adviser with a platform from which to apply influence

**Be confident and speak up** – the HQ is a high pressure environment staffed by very capable people. Finding the space in which to register advice can be tricky. However the adviser is there for a reason and has an understanding that the staff do not. So speak up

**Apply subject matter expertise sparingly** – do not become a subject matter zealot. People will stop listening

**Understand the supported effort** – know what the Embassy team is doing and become a local expert on their country plan.

**Support civilian colleagues** – advisers are all in the same boat. It's not a competition so help each other out

**Look for gaps** – the adviser's perspective is different to that of a staff officer so offer up ideas. Commanders like 'new' thinking

**Be on time** – the timetable is full so nobody is going to wait for the advisers. Besides, it is the politeness of kings

**Don't complain** – HQ staff have considerable empathy with the front line soldier. They will not take kindly to an adviser's tales of discomfort

**Be proactive and constructive** – be seen as a positive influence and offer solutions where you can

**Stick to your guns** – just because someone has the title of adviser does not mean everyone will listen to them. People will disagree so the adviser should be prepared to fight their corner

**GLOSSARY OF TERMS**

ABBREVIATION	MEANING	DESCRIPTION
BSOS	Building Stability Overseas Strategy	Core UK Government document in relation to UK policy as to how stability overseas is developed and supported, the major lines of activity (Early Warning, Rapid Crisis prevention and response, and Investing in Upstream conflict prevention) and policy goals.
CBRN	Chemical Biological Radiological and Nuclear	A collective term for weapons of mass destruction
CCOMC	Comprehensive Crisis Operations Management Centre	NATO coordination cell for strategic response planning
COA	Course of Action	An option that will support the delivery of a military task
COG	Centre of Gravity	A characteristic, capability, or influence from which a nation, an alliance, a military force or other civil or militia grouping draws its freedom of action, physical strength, cohesion or will to fight. The centre of gravity may therefore represent the key to unlocking the solution.' (From JDP 5-00: Campaign Planning)
COM	Commander	The person with accountability, authority and responsibility for the delivery of a task
CONOPS	Concept of Operations	A concise statement identifying how a Commander will deliver his task
COPD	Comprehensive Operations Planning Directive	The NATO document which defines how strategic and operational tasks will be planned
COS	Chief of Staff	The post responsible for the coordination and delivery of staff planning in a HQ
CPOE	Comprehensive Preparation of the Operating Environment	The work undertaken to understand the nature and environment within

		which a crisis occurs
CPX	Command Post Exercise	An exercise in which the training audience is only the HQ
CRP	Crisis Response Planning	A collective term for NATO's strategic and operational planning process
DCMO	Defence Crisis Management Organisation	The UK's organisation for responding to a crisis at a Strategic level
DC	Decisive Condition	A situation which, when achieved, will give a Commander a marked advantage over the enemy
DIPTTEL	Diplomatic Telegram	FCO reporting mechanism
ENDEX	End of Exercise	All exercise activity ceases and the exercising formations move into debrief
ESTIMATE	Estimate	The military term used to describe the planning process
EXCON	Exercise Control	The organisation charged with the delivery of an exercise to a training audience
FRAGO	Fragmentary Order	Direction for a detailed tactical task conducted as a consequence of OPLAN delivery
FTX	Field Training Exercise	Exercise where troops deploy to practice tactical drills in the field
GENAD	Gender Adviser	Subject Matter Expert (SME) Adviser to Commander on gender issues
HICON	Higher Control	The exercise element that represents the training audiences higher command
HN	Host Nation	The nation in which the exercise scenario and activity is taking place
IC	International Community	International group of sovereign states which functions in either global or regional crisis space often through the auspices of the United Nations
IO	International Organisations	Internationally mandated and funded organisations such as the United Nations, the International Monetary Fund and the World Bank

IPE	Individual Protection Equipment	Personal defence equipment usually used in CBRN context
LOCON	Lower Control	The exercise element that represents the training audiences subordinate commands
M&E	Monitoring and evaluation	Generic 'quality control' term
MRO	Military Response Option	SHAPE developed proposal to NAC on how military might respond to crisis
MRX	Mission Readiness Exercise	Exercise designed to assess formations readiness to deploy to operational task
NAC	North Atlantic Council	The political decision making body of NATO
NGO	Non-Governmental Organisation	International interest group which may be either privately or publicly funded
OODA	Observe-Orientate-Decide-Act	A decision making methodology
OPLAN	Operational Plan	A plan for a single or series of operations designed to deliver strategic effect
PDT	Pre-Deployment Training	Training conducted by military units prior to operational deployment
PJHQ	Permanent Joint Headquarters	UK highest military HQ based at Northwood
POLAD	Policy Adviser	MOD Adviser based in the HQ
PPE	Personal Protection Equipment	Equipment issued to an individual for their safety e.g. body armour, respirator etc.
RFI	Request for Information	Formal submission for information. Usually tracked by data management systems
RTC	Road to Crisis	Exercise document explaining how the crisis occurred
SACEUR	Supreme Allied Commander Europe	NATO Senior Military Commander
SHAPE	Supreme Headquarters Allied Personnel Europe	SACEUR's HQ based in Mons, Belgium

SITREP	Situation Report	Military report used to update higher HQ
SPD	Strategic Planning Directive	SACEUR's direction to the operational commander to conduct detailed planning
STABAD	Stabilisation Adviser	Subject Matter Expert usually deployed as planning adviser to J35/J5
SUPPORTED EFFORT	Supported Effort	The political programme which sets the agenda for the delivery of stabilisation
SUPPORTING EFFORT	Supporting Effort	The security programme which supports the delivery of stabilisation
TRAINING AUDIENCE	Training Audience	Those military elements who are being trained or tested through the exercise

**UK MILITARY RANKS**

The chart below shows the ranks of the UK Armed Forces and their equivalents across the three services

NATO Code	Royal Navy	Royal Marines	Army	Royal Air Force
<b>Officers</b>				
OF-10	Admiral of the Fleet		Field Marshal	Marshal of the RAF
OF-9	Admiral	General	General	Air Chief Marshal
OF-8	Vice Admiral	Lieutenant General	Lieutenant General	Air Marshal
OF-7	Rear Admiral	Major General	Major General	Air Vice-Marshal
OF-6	Commodore	Brigadier	Brigadier	Air Commodore
OF-5	Captain	Colonel	Colonel	Group Captain
OF-4	Commander	Lieutenant Colonel	Lieutenant Colonel	Wing Commander
OF-3	Lieutenant Commander	Major	Major	Squadron Leader
OF-2	Lieutenant	Captain	Captain	Flight Lieutenant
OF-1	Sub-Lieutenant	Lieutenant 2nd Lieutenant	Lieutenant 2nd Lieutenant	Flying Officer Pilot Officer
OF(D)	Midshipman		Officer Designate	Officer Designate
<b>Other Ranks</b>				
OR-9	Warrant Officer Class 1	Warrant Officer Class 1	Warrant Officer Class 1	Warrant Officer
OR-8	Warrant Officer Class 2	Warrant Officer Class 2	Warrant Officer Class 2	
OR-7	Chief Petty Officer	Colour Sergeant	Staff Sergeant	Flight Sergeant / Chief Technician
OR-6	Petty Officer	Sergeant	Sergeant	Sergeant
OR-4	Leading Rate	Corporal	Corporal	Corporal
OR-3			Lance Corporal	
OR-2	Able Rating	Marine	Private (Classes 1 to 3)	Junior Technician/ Leading Aircraftman/ Senior Aircraftman
OR-1			Private (Class 4)/Junior	Aircraftman

**SAMPLE CASE STUDY OF AN EXERCISE “EVENT”**

<b>CIVMIL EXERCISE EVENT 11</b>	
<p><b>POLICE INDISCIPLINE</b></p> <p><b>UK forces are requested to support an out of control HN special police unit</b></p> <p><b>The aim is to test the HQ on how it delivers its operational commitment in the face of significant police ill-discipline.</b></p>	
<p><b>Narrative</b></p> <p>The indigenous riot control police unit is deployed to the capital for a Trade Union organised march to protest against low wages. UK military units are requested to provide QRF capacity should trouble arise and a Company Group is placed on standby. LO’s are deployed forward with the Gendarmerie. The march appears to be peaceful and well organised until, unprovoked, the police start firing CS and baton rounds indiscriminately into the crowd. Shortly after the Police Commander requests deployment of the QRF as he fears that his men are on the point of being overwhelmed by the angry protestors. The LO’s report that they cannot judge whether it is a valid requirement as they are being held back by the Police.</p>	
<p><b>Response 1</b></p> <p>Increasingly urgent demands for help from the Police Commander are received. He threatens the use of live ammunition if support is not forthcoming. The Commander briefs the Embassy accordingly. The Ambassador asks what the military options are in terms of controlling the Police.</p>	<p><b>Response 2</b></p> <p>The Police open fire. The LO’s are told that these are aimed shots against identified targets but the volume of shots would suggest otherwise.. Sky News meanwhile have a live news feed from the protestors side of the line and are showing graphic pictures of casualties. Concurrently a camera team on the Govt side has footage of UK LO’s talking with the Police .The juxtaposition of images looks very bad.</p>
<p><b>Civilian Position</b></p> <p>The UK cannot be seen to be complicit in the actions of an out of control Police force that it is mandated to change. Whilst there will undoubtedly be sharp words between Prime Ministers and Presidents the impact of these events will be felt internationally. UK insistence on some form of robust Government action is highly likely both to reassure the population and the international community. Should the disbandment of the force be a condition of future progress?</p> <p>The riot police have form and a robust response was the very least that could have been expected. If they cannot be controlled then they should not be placed in a position where trouble was almost inevitable. There was no riot to control, simply a legitimate protest march. The Unit should have been held back until significant trouble occurred. Even then its readiness to rapidly escalate was a factor for consideration. Whichever organisation holds the brief for police training has a substantial challenge which it must deliver quickly.</p>	
<p><b>Outcomes</b></p> <p>From a civilian perspective there will be a requirement to manage a very difficult aftermath. The challenge of reassuring the population will be the immediate priority but some form of visible action is necessary to show that the HN Govt means business in reforming its police force.</p> <p>The HQ may wish to review its procedures for the delivery of tactical support to the police.</p>	

***“AT A GLANCE” – CHECKLIST FOR STABILISATION ADVISORS AND OTHER CIVILIAN DEPLOYEES***

A summary of the major lessons identified and discussed in this guide is set out below. The summarised format is designed to provide staff with an easy to use checklist of actions they should consider as they prepare for and progress through future deployments, and includes cross-references to the relevant sections of the main guide. It is recommended however that the main guide be read in full in order to gain a more detailed understanding of the environment and issues likely to be encountered in a multi-national military HQ, and how to deal with them.

**Preparation for Deployment**

- Refresh individual knowledge and understanding of key stabilisation principles and policy, and be up to date with latest thinking and developments ahead of departure.
- Staff with no prior experience of working in a military environment should undertake some form of military familiarisation training or education ahead of deployment.
- Reflect on personal and professional strengths and motivations for deployment, and ensure the post offers a suitable match with these. Regularly review progress against aspirations throughout deployment.
- Establish a clear understanding of the role and mission of the military HQ, its composition, and how it fits within the broader military hierarchy and stabilisation community.
- Develop a good overall understanding of the country and region to which you are to deploy, its history and culture, and the current political, security, and stabilisation situation, including UK’s broader, long term aims.
- Identify and engage with UK stakeholders prior to deployment to ascertain perspectives, gain support for the role, and reach consensus on the TOR. Resolve areas of concern and friction with SU ahead of deployment.
- Understand the level of accommodation and facilities available ahead of departure, and take clothing and personal equipment appropriate to those conditions.
- Ensure receipt and review of individual risk matrix ahead of departure, review throughout deployment, and pay particular attention to travel limitations.

**In Post**

- Understand, and work within, the appropriate chain of command.
- Ensure that induction to a military HQ includes visits to and/or briefings from the staff branches outlined at Annex C.
- Understand and work within the Battle Rhythm.

- Wherever possible distil advice and briefing into clear and concise bullet-points, supported by diagrams where appropriate – brevity and clarity is key.
- Obtain a list of abbreviations and ask for explanations of those you do not understand.
- Anticipate a lack of understanding of your role and function, and be prepared to explain it and its value to military colleagues to ensure an appropriate level of contribution and engagement, together with briefings on the realities of what can be achieved by military forces in the timeframes available.
- Where possible synchronise leave and deployment dates to remain in post during and immediately after a change-over of military units.
- Review Role and Terms of Reference on a regular basis.
- Ensure arrangements are in place for completion of performance appraisal reports and maintain an ongoing record of issues and lessons to inform the end of tour brief or your Post Exercise Report.
- Periodically review position within the HQ.
- Undertake early and comprehensive local stakeholder identification and engagement, and ‘institutionalise’ stakeholder engagement wherever possible.
- Maintain awareness of the Key Leader Engagement (KLE) programme, and support KLE through comprehensive pre-briefing to commanders.
- Where appropriate, utilise stakeholder engagement to develop a ‘map’ or ‘Common Operational Picture’ of stakeholder activities to enhance cohesion and identify opportunities for military support.
- Continuously seek, review, and utilise information held by the HQ, and consider sharing with other stakeholders wherever this may be beneficial. Special attention must however be given to security classifications and constraints before release.

### **Military Exercise**

- Prior to participation on a military exercise, fully understand the underpinning scenario and raise any concerns with military colleagues at the earliest opportunity.
- Ascertain role ahead of the exercise, and prepare for it as thoroughly as possible through research and consultation