



---

# **Human Resources Officer Joint Duty Handbook**

**Researched and Compiled by the  
HR Development Board of Directors**

**May 2013**

<b>REPORT DOCUMENTATION PAGE</b>			<i>Form Approved</i> <i>OMB No. 0704-0188</i>	
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing this collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. <b>PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.</b>				
<b>1. REPORT DATE (DD-MM-YYYY)</b> 14-05-2013		<b>2. REPORT TYPE</b> Handbook		<b>3. DATES COVERED (From - To)</b> Jul 2012 - Mar 2013
<b>4. TITLE AND SUBTITLE</b>  Navy Human Resources Officer Joint Duty Handbook			<b>5a. CONTRACT NUMBER</b> NA	
			<b>5b. GRANT NUMBER</b> NA	
			<b>5c. PROGRAM ELEMENT NUMBER</b> NA	
<b>6. AUTHOR(S)</b> Nelson, Caroline, CAPT; Kemp, David, CAPT; Lomax, Janet, CAPT; Bosch, Don, CAPT; Schullian, Katherine, CDR; Gundayao, Jenniffer, CDR;			<b>5d. PROJECT NUMBER</b> NA	
			<b>5e. TASK NUMBER</b> NA	
			<b>5f. WORK UNIT NUMBER</b> NA	
<b>7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES)</b>  Development Board of Directors Working Group			<b>8. PERFORMING ORGANIZATION REPORT</b>	
<b>9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES)</b>  Navy HR Executive Board			<b>10. SPONSOR/MONITOR'S ACRONYM(S)</b> HR EB / DEV BOD	
			<b>11. SPONSOR/MONITOR'S NUMBER(S)</b>	
<b>12. DISTRIBUTION / AVAILABILITY STATEMENT</b>  Approved for public release; distribution unlimited				
<b>13. SUPPLEMENTARY NOTES</b>				
<b>14. ABSTRACT</b>  The intent of the Handbook remains - to provide J1 personnel with a common understanding of joint HR support functions and tasks, via a quick reference manual. This Handbook outlines functions and tasks of which the HR professional must be knowledgeable to ensure reliable, responsive, and flexible HR support in the joint environment.				
<b>15. SUBJECT TERMS</b>				
<b>16. SECURITY CLASSIFICATION OF:</b> All Unclassified			<b>17. LIMITATION OF ABSTRACT</b>  SAR	<b>18. NUMBER OF PAGES</b>  66 Incl cvr and SF298
<b>a. REPORT</b>	<b>b. ABSTRACT</b>	<b>c. THIS PAGE</b>		
				<b>19b. TELEPHONE NUMBER</b> (include area code) (401) 500-1010

Standard Form 298  
(Rev. 8-98)  
Prescribed by ANSI Std. Z39.18

# U.S. Navy Human Resources Officer Joint Duty Handbook

## Foreword

Heading to joint duty? Congratulations! You will soon be practicing your profession in one of a Navy HR Officer's most challenging environments. During a joint tour, you will definitely develop in one or more Navy HR Core Competency Areas. You will also be exposed to such challenges as: overcoming multi-service manpower and manning differences; abiding by local, national, and theater rules and regulations; adapting to the high operational tempo and operational dynamics of a combatant command (CCMD) responding to contingencies; and rapidly responding to Flag and General Officer-level interests. The learning curve is indeed a steep one, and preparation is the key to success.

Your joint experience/exposure will vary depending on your echelon at the Joint Staff, Joint or Component Task Force, or other joint entity, but there are fundamentals that apply to all joint HR duty. Essential guidance is provided in Joint Publication 1-0, *Joint Personnel Support*, the keystone document of the joint *Personnel* series that "provides doctrine for planning, coordinating, and providing personnel support to joint operations." Navy HRs on the Joint Staff Directorate for Manpower and Personnel (J1) have also assembled a handy Wiki, *The J1 Tool Kit*, where you can quickly locate and download a copy of JP 1-0, along with dozens of other references and instructions that cover every aspect of your new duties.<sup>1</sup> Bookmark it, and refer to it early and often.

Gaining the skills required to perform effectively is not entirely academic. Much can be learned from those who previously served in these positions. In compiling this Handbook we invited dozens of joint-experienced Navy HR professionals to answer a simple question: *Looking back, what would you have wanted to know before your first day on the job?* Their answers, experiences, and research into these topics are assembled here. The tips provided in many sections are valuable insights and lessons learned - things you can do to lead your team in achieving success. To add value, the structure of this Handbook is based on the joint operational planning tasks specified in Annex E of JP 1-0.

Harry S. Truman once said, "Men and women make history, and not the other way around. In periods where there is no leadership, society stands still. Progress occurs when courageous, skillful leaders seize the opportunity to change things for the better." We hope you find this guide helpful as you navigate your joint team through these historic times.

We also intend for this handbook to be a living document, regularly updated with the latest knowledge and experience in joint human resources...including yours. To submit recommended updates to this handbook, denote the affected chapter and section along with your recommended changes to the Development BoD Lead. The current Lead's name and e-mail can be found on the Leadership & Resources fact sheet.

---

<sup>1</sup> The unclassified J1 Tool Kit can be found at [https://www.intelink.gov/wiki/j1\\_tool\\_kit](https://www.intelink.gov/wiki/j1_tool_kit). The classified version is in SIPRNET at [http://www.intelink.sgov.gov/wiki/j1\\_tool\\_kit](http://www.intelink.sgov.gov/wiki/j1_tool_kit).

## Table of Contents

<b>Foreword</b> .....	<b>3</b>
<b>Chapter One - Organization, Functions, &amp; Roles</b> .....	<b>5</b>
Navy HR Officer and Joint Duty .....	5
The Operational Environment .....	8
Joint Organizations .....	10
Joint Planning .....	12
Staff Work and Coordination .....	15
<b>Chapter Two - Joint Personnel Services</b> .....	<b>17</b>
Military Evaluations .....	17
Joint Retention .....	19
Pay and Allowances .....	21
Benefits and Entitlements .....	22
Combat Zone and Contingency Operation Benefits .....	23
Decorations and Awards .....	25
Leave .....	27
Travel Procedures .....	30
<b>Chapter Three - Support Programs</b> .....	<b>31</b>
Morale, Welfare and Recreation (MWR) .....	31
Legal Services .....	32
Enemy Prisoners of War, Civilian Internees & Other Detained Personnel .....	33
Formerly Captured, Missing Or Detained U.S. Personnel .....	34
Casualty Reporting .....	36
Religious Affairs and the Joint Force Chaplaincy .....	39
Postal Operations Support .....	41
<b>Chapter Four - Joint Personnel Readiness &amp; Manpower Management</b> .....	<b>42</b>
Joint Manpower and Personnel Program .....	42
Embassies and Non-Combatant Evacuation Operations .....	46
Joint Reception and Accountability .....	49
Global Force Management (GFM) Process Overview .....	51
Joint Manning Documents (JMD) .....	53
Joint Individual Augmentation (JIA) .....	54
Joint Enablers .....	56
U.S. Civilian Employee Policy & Procedures .....	58
Employment of Foreign Nationals .....	59
Contractors .....	60
Training Responsibilities .....	61
<b>Joint Manpower Terms &amp; Acronyms</b> .....	<b>63</b>

## **Chapter One - Organization, Functions, & Roles**

### **Navy HR Officers and Joint Duty**

References:

- (a) Navy HR Strategic Plan 2013-2017
- (b) Chairman's Strategic Direction to the Joint Force

Per reference (a), the Navy HR Community is entrusted with manning our Navy and joint forces with personnel who have the intellect, drive, tenacity, professionalism, and desire to succeed in demanding duties. Our core competencies of Development, Management, Requirements, and Recruiting ensure Navy human capital is employed logically and accurately in operational campaigns worldwide. As our Strategic Plan states, we have an imperative to support both Navy and joint execution.

The Navy HR Officer assigned to joint duty strongly influences these forces for two reasons. First, he or she is responsible for the readiness of those forces writ large, ensuring that not only the mission is met, but that it is properly staffed with the "right people for the right job." Second, as a J1 director or staff member, he/she is obligated to fulfill his/her own roles and duties as part of a larger joint organization. These two criteria should motivate the Navy HR Officers individually, and the HR Community as a whole, to be prepared for joint assignments.

Navy HR Officers assigned to joint commands may be expected to possess certain AQDs, NOBCs, or skills, including but not limited to:

- Operational planning, including developing manpower and personnel staff estimates
- Warfare specialty or designation
- Managing personnel readiness requirements for multiple services and agencies
- Accounting for personnel and reporting end-strength data
- Maintaining a strong organizational culture through robust retention and personnel support programs
- Ensuring the security and currency of operational, classified, and personally identifiable information.

Other criteria that bode well for a successful joint tour:

- Receptive to independent duty and ready to represent the Navy HR Community
- Comfortable with dynamic and demanding operational tempos
- A current security clearance, and the ability to support highly-classified operations
- A high level of physical and psychological fitness to endure austere deployment environments
- Prepared to work with not only your counterparts from the other Services, but also leaders from other countries as well.

Personnel with staff experience in plans and policy development will find those skills helpful in a joint staff experience. Association with senior officers, executives, and

## Chapter One - Organization, Functions, & Roles

distinguished visitors is also common in joint environments, so a level of confidence gained through working with senior leaders is an advantage. Be prepared to work with senior leaders from other countries as well.

Jointness is part of the military profession. Two key efforts listed in reference (b) are to renew our commitment to the profession of arms and to drive jointness deeper, sooner in capability development, operational planning, and leader development. As the Chairman of the Joint Chiefs stated in his *Letter to the Joint Force* of 1 October 2011, “We’re not a profession simply because we say we’re a profession. We must continue to learn, to understand, and to promote the knowledge, skills, attributes, and behaviors that define us as a profession.”

With respect to professional development, there is currently no Navy HR joint duty training pipeline. But there are ways a prospective J1 can prepare:

- Phase I of Joint Professional Military Education (JPME-I)
- Phase II or Advanced JPME for Reserve HR Officers (JPME-II/AJPME)
- Naval Postgraduate School, Naval War College, and other Service war college continuing joint education and planners’ courses
- Army Adjutant General School, Fort Jackson, SC, operational planning courses for personnel officers (especially when duties include significant support to Army forces)
- The HR Advanced Course (HR Center of Excellence) includes joint topics, and is recommended for those eligible to attend.

This training may be obtained en-route to joint duty, or as a normal part of career development. If you are unable to complete these courses prior to your joint tour, a fair amount of independent study is in order. Review the references associated with the different sections of this handbook, and explore the training portion of the J1 Tool Kit for online training opportunities like the Combatant Command Headquarters Training Guide and Joint Task Force Headquarters Training Guide maintained by the Joint Staff J-7.

Rank can be a consideration in joint assignments. While the Navy is not unconscious of rank, other Services (Army, Marine Corps, and some foreign militaries) can be more rank-conscious. Navy leadership is supportive of position management, detailing and frocking to get the proper ranks into joint positions. Use this support as needed to ensure HR personnel ranks are adequate to most effectively perform required duties.

Joint duty credit accumulation varies across the force – duty in some contingency areas can net three years of joint duty credit for one year of deployment, for example.

Ultimately, joint assignments are a detailing decision based on professional timing, a limited number of billets, and career needs of the many. Still, joint tours are an excellent way to gain operational experience beyond the Fleet, and to learn from the complexity and social environment of work with non-Navy or non-U.S. military personnel and organizations. When given as an option, a joint tour should be thoughtfully considered for those recently completing JPME.

## Chapter One - Organization, Functions, & Roles

*Tip: For more information on joint billets and joint officer management, point your browser to [www.public.navy.mil/bupers-npc](http://www.public.navy.mil/bupers-npc) and follow these links:*

*Navy Personnel Command > Officer > Officer Detailing > Joint Officer*

## Chapter One - Organization, Functions, & Roles

### The Operational Environment

#### References:

- (a) JP 1, Doctrine for the Armed Forces of the United States
- (b) JP 1-0, Joint Personnel Support
- (c) JP 3-0, Joint Operations
- (d) JP 5-0, Joint Operation Planning
- (e) DoDI 1300.19, Guidance for Manpower Management
- (f) DoDI 1300.19, Joint Officer Management Program
- (g) Electronic Joint Manpower and Personnel System
- (h) National Military Strategy (NMS)
- (i) Strategic Guidance to the Force (SDF)
- (j) Global Employment of the Force (GEF)

The J1 enhances the personnel readiness and operational capabilities of the joint force within its operational area – the right people in the right place at the right time, ready to do their joint mission. There is no area of joint operations, i.e. intelligence, logistics, operations, resource management, communications or training, where the J1 is not vital to planning and execution.

Understanding the joint strategic and operational environment is important. It is often characterized by uncertainty, complexity, and rapid change, requiring persistent engagement and risk management. This environment is fluid, with continually changing alliances, partnerships, and new national and transnational threats constantly appearing and disappearing. In addition to traditional conflicts, including emerging peer competitors, significant challenges continue to include irregular warfare, catastrophic terrorism employing weapons of mass destruction, and threats to disrupt the ability of our nation and its allies to project power and maintain its qualitative edge.

Against this backdrop, national military objectives are accomplished with a minimum of manpower, organized and employed efficiently to provide maximum effectiveness and combat power. The doctrine, policies, and processes established in references (a) through (j) direct the actions of leaders in a variety of circumstances.

Manpower management must be flexible, adaptive to program changes, and responsive to crisis situations and new management strategies. New national policy, including fiscal policy, shall be evaluated before implementing to determine its effect on manpower and personnel performance. Existing policies, procedures, and structures shall be periodically evaluated to ensure efficient and effective use of manpower resources.

The J1's employment of the Electronic Joint Manpower and Personnel System (eJMAPS) to deliver credible Total Force manpower data needed by DoD decision-makers to optimize the Total Force mix (e.g., active and reserve military, DoD civilians, and contractors) demonstrates the importance of this.

## Chapter One - Organization, Functions, & Roles

Navy HR Officers must be aware of the organization's strategic goals and how those goals impact the organization's ability (to include people and personnel management structures) to achieve the mission. Effective communications and business relationships with the most relevant organizations and representatives to the HR mission are also required by the Navy HR Officer in a joint environment.

Functions common to all HR-related joint duty include:

1. Human resources management. J1 is responsible for all joint manpower and personnel actions. HR Officers lead or collaborate on joint personnel efforts supporting references (a) through (j), including contingency manning requirements to JTF HQs and NATO Crisis Establishments, planning for and obtaining permanent joint manpower, UN military observers, DoD Civilian Expeditionary Workforce (CEW) personnel, Joint Enablers, Global Force Management (GFM) Process, Training, Administration, and Personnel Status Reporting.
2. Joint personnel planning. This is the means by which the J1 envisions the desired end state in support of the commander's mission requirements. Reference (d) notes throughout that personnel planning is absolutely integral to all other aspects of deliberate and crisis action plan development, and directs planners to routinely draw J1 staff members into the joint planning process.
3. Force accountability. Tracking the flow of personnel (identifying who is coming and estimated times of arrival) is the responsibility of the supported CCMD J1 or Joint Task Force (JTF) J1, as is accountability of uniformed forces within the theater of responsibility. The J1 must be able to adapt to information requirements for joint personnel training and tracking activity, personnel accountability, and personnel visibility.
4. Additional duties. The J1's duties may also include: Equal Opportunity/Equal Employment Opportunity Management, Postal Services, MWR, Pay/DFAS, Reserve Component issues, Civilian, and General/Flag Officer manpower management.

These areas are addressed in more detail in subsequent sections of this handbook.

*Tip: To truly excel, all personnel in the J1 Directorate must understand the differences between their individual Service instructions and the nuances of operating under joint doctrine in a joint environment. A working knowledge of references (a) through (j), posted at one of these sites...*

**[https://www.intelink.gov/wiki/J1\\_Tool\\_Kit](https://www.intelink.gov/wiki/J1_Tool_Kit)**  
**[http://www.intelink.sgov.gov/wiki/J1\\_Tool\\_Kit](http://www.intelink.sgov.gov/wiki/J1_Tool_Kit)**  
**<http://dodcio.defense.gov/LIBRARY.aspx>**

*...is essential for a successful J1 tour. These publications also provide a robust supply of training materials for your staff and J1 directorate personnel.*

## Chapter One - Organization, Functions, & Roles

### Joint Organizations

References:

(a) JP 1, Doctrine for the Armed Forces of the United States

The J1 is an integral function of a joint staff. It is important to be familiar with the general structure of joint organizations, and how they are both similar and different from Navy organizations. These differences and similarities should already be familiar to Navy HR Officers who have completed Joint Professional Military Education or who have been previously assigned to joint duty. But don't assume that all of the personnel assigned to you – especially your junior officers and enlisted members – understand them.

Here are a few key joint terms related to organizations:

1. "Joint" connotes activities, operations, and organizations in which elements of two or more Military Departments participate. A joint force is comprised of significant elements of two or more Military Departments operating under a single joint force commander (JFC).
2. Operations conducted by forces of two or more nations are termed "multinational operations." Such operations are usually undertaken within the structure of a coalition or alliance. An alliance is a result of a formal agreement (e.g. treaty). Operations conducted with two or more allies are usually referred to as "combined operations." Read reference (a) for other commonly used terms in multinational operations.
3. Combatant Command (CCMD) - A unified or specified command with a broad continuing mission under a single 4-star commander established and so designated by the President, through the SecDef and with the advice and assistance of the Chairman of the Joint Chiefs of Staff (CJCS). CCMDs typically have geographic or functional responsibilities. The Unified Command Plan establishes missions, responsibilities, and geographic areas of responsibility (AOR) for Combatant Commanders (CCDRs). Geographic CCDRs (GCC) have AORs and functional CCDRs (FCC) have trans-regional responsibilities, as follows:
  - GCC - U.S. Africa Command, U.S. Central Command, U.S. European Command, U.S. Northern Command, U.S. Pacific Command, and U.S. Southern Command
  - FCC - U.S. Transportation Command, U.S. Special Operations Command, U.S. Strategic Command, U.S. Cyber Command
4. A service component command, assigned to a CCDR, consists of the service component commander and the Service forces (such as individuals, units, detachments, and organizations, including the support forces) that have been assigned to that CCDR. Forces assigned to CCDRs are identified in the "Forces for

## Chapter One - Organization, Functions, & Roles

Unified Commands” memorandum. For example, under U.S. Pacific Command (USPACOM) are U.S. Army Pacific Command, U.S. Pacific Fleet, U.S. Marine Forces Pacific, and U.S. Pacific Air Forces.

5. CCDRs may also organize their forces using Functional Component Commanders: Joint Force Land Component Commander (JFLCC), Joint Force Air Component Commander (JFACC), Joint Force Maritime Component Commander (JFMCC), and Joint Force Special Ops Component Commander (JFSOCC). Typically, the Service commander with the preponderance of the air, land, or maritime assets in a given theater will be designated the Component Commander for that function.
6. Within a joint staff, directorates are commonly identified by their “J-Code.” In addition to the J1 (Manpower and Personnel Directorate), J2 identifies the Intelligence Directorate; J3 Director of Operations; J4 Logistics; J5 Plans and Policy; and J6 Communications and Networks. Some organizations will add a J7 for Joint Training and Exercises, J8 for Resources/Budget, and J9 for special programs such as international outreach or interagency efforts.
7. Service or Component counterparts to the J1 are normally the G1 (Army and Marine Corps), the A1, (Air Force), and N1 (Navy). Services are responsible for the “manning, training and equipping” of forces, and then providing them to a joint commander to conduct nationally-directed operations or exercises.
8. The J1 is often called on to sort out Service vs. joint requirements in resolving personnel matters, and to brief joint commanders on both attached and assigned personnel. Each service component is responsible for the internal administration and discipline of that Service’s component forces, subject to the Service regulations and directives established by the CCDR. Thus, typically a CCDR will establish rules and regulations applicable to all Services’ personnel within the organization (e.g. liberty, uniforms, etc).

Reference (a) is an essential document for a J1 to review. It discusses these terms in depth, as well as the foundations of joint doctrine, characterizes doctrine governing the Unified Direction of Armed Forces, the functions of the DoD and its major components, and the fundamental principles and doctrine for joint command and control of operations.

*Tip: You’ll be much more effective in managing manpower and personnel duties when you and all J1 personnel assigned are familiar with both the joint chain of command and the individual component chains of command. Remember that many of your junior subordinates are not joint trained. And get to know your component G1, A1, and N1, counterparts as well as the J1s in the echelons above and below you. They are your network in the joint environment, and frequently instrumental in helping resolve joint and individual Service issues.*

## Chapter One - Organization, Functions, & Roles

### Joint Planning

References:

- (a) JP 5-0, Joint Operation Planning
- (b) JP 1-0, Joint Personnel Support

The Joint Operational Planning Process (JOPP) described in reference (a) is the doctrinal standard for joint staff problem solving, whether that problem is an immediate crisis or a strategic plan that will unfold over several years. This process is also the way by which most issues are staffed and presented to the commander for his or her decision.

Reference (b) directs that Personnel be included in every joint planning effort. Reference (a), also known informally as the joint planner's handbook, reinforces the role of the J1 in planning joint operations and exercises. In other words, planning is not exclusively the J5's job – all directors and their staffs are involved in developing plans.

Don't miss that last point. Navy officers are groomed over their careers to make tough leadership calls under a variety of conditions. Frankly, the ability to make decisions and carry out orders independently under fire is one of the greatest skills that Navy officers bring to the joint fight.

But in joint environments, Navy HR officers should expect to have many issues resolved only after a great deal of staffing to senior leaders. The Army, Marine Corps, and Air Force officers assigned with you – especially the senior ones - are accustomed to a much more robust amount of staff work than one tends to see on a Navy staff. Embracing (rather than avoiding) the staff planning process is absolutely critical to a successful J1 tour.

Military planners study for years to master the joint planning and staffing process. In lieu of this, reference (a) is a ready-reference; it is strongly recommended that you review it thoroughly. Also recommended is attendance at a Navy or joint planning short course. (Contact the Naval War College or Naval Postgraduate School for information and availability.)

This is the foot stomp: ***never discount the enormous asset you are to the planning process.*** You are the staff's "personnel expert." You know the skills, knowledge, and abilities of the Navy enterprise, and are entrusted with effectively managing your joint organization's gains and losses. As such, you are usually in the best position to identify the correct blend of military forces available as well as individuals that can add value to the planning team members, especially the unconventional ones (e.g. contractors, reserve augmentation, DoD civilians, etc.).

In some operations, such as Noncombatant Evacuation Operations (NEO), the J1 leads significant portions of the planning.

## Chapter One - Organization, Functions, & Roles

To get started, the planning process usually breaks down this way:

1. Receive and analyze required tasks. After the CCDR has received the task assignment, the staff analyzes the mission. Job one is to understand what problem the Commander wants to solve (“Commander’s Intent”), analyzing the mission, and capturing the tasks or issues that need to be addressed. Like any exam, the first step is to understand the question being asked.
2. Staff Estimates. The end state must be defined and conveyed to all the participants so all the planning participants are working towards a common goal. Staff estimates involve a deeper understanding of the mission, situation and considerations, courses of action (COAs), and conclusions. Planning guidance is often laid out and agreed upon, with the J1 beginning the task of understanding the “people” issues related to the problem. Reference (b) has an excellent appendix to assist with developing J1-related staff estimates.
3. Courses of Action. COAs are the different options that become apparent as the planning moves forward, especially after the directorates begin to merge individual staff estimates. COAs can be related to the different “what if” scenarios when planning a military operation against an adversary. The J1 can also use COAs to describe non-operational options, such as staffing an organization based on available resources (one organizational model when facing minor cuts in personnel vs. another model in the face of significant cuts, etc.). The mission statement includes who, what, where, when; COAs explain how.
4. Selecting a COA. COAs are normally presented to the decision maker after being vetted or “war gamed” to determine the pros and cons of each option. The goal is not to please the Commander, but to help him or her make good decisions based on an understanding of the risks; provide options and an assessment (or educated opinion) as to what will occur if a specific decision is made.
5. Submitting and gaining concept approval. This is another area that can be rough for Navy HR Officers (and Navy officers, generally!). The process can be cumbersome and can involve multiple briefs to other stakeholders, the Chief of Staff or Executive Assistant, the Deputy Commander, and any number of other flag or general officers before it reaches the decision maker.
6. Following up. Once approved – the strategic concept is the vehicle used to distribute the CCDR’s decision and planning guidance for accomplishing tasking. J1s can expect to participate in follow-ups as the plan is prepared, status checks are requested, and plans or other documents are prepared for signature.

A Seven-Minute Drill is often used to establish a working group or operational planning team (OPT). Every staff has its own version, but it typically requires spelling out the name of the board/cell, the lead J-code, the location and time it will meet, the purpose,

## **Chapter One - Organization, Functions, & Roles**

the inputs required (what types, who from, and when), and outputs expected (processes or products), and the mandatory and optional membership.

*Tip: If you spend most of your time on mission analysis – framing the problem, nailing down your Commander’s intent and guidance, understanding what the end state needs to look like, and preparing your staff estimates – you’ll save a lot of time in the long run. Your best course of action will also be easier to see and defend.*

*Bonus! As one experienced planner put it, “If you’re doing staff work from behind your desk, you will fail.” The best way to ensure you are fully involved in planning and staff work across your organization is to be up and about. Get active in staff meetings, assign yourself to working groups, and routinely make time to visit with your colleagues in other directorates.*

## **Chapter One - Organization, Functions, & Roles**

### **Staff Work and Coordination**

References:

(a) JP 1-0, Joint Personnel Support

For the J1, joint staff work involves preparing a wide variety of documents, awards packages, and personnel evaluations for review by senior leaders. The J1 is also usually the lead for establishing and enforcing staffing processes approved by the Chief of Staff. While Navy commands have staff processes specific to its Service, joint commands are challenged by the additional expectations of staff officers from multiple services, operating in various operational environments, and frequency of personnel turnover.

Most joint commands have well-established staff tickler systems and Action Officer guides/manuals. They are created to prescribe the policies, procedures, and responsibilities for preparing, staffing, authenticating outgoing correspondence, and preparing/using staff actions and tools. Many of these tools are on-line. Figure them out, and use them.

Leaders within joint organizations rely on their staff for advice. Staff officers are responsible for developing, coordinating, and completing required analysis for each task. They must formulate recommended COAs, present the COAs for guidance or decisions by leadership, and prepare correspondence for implementing the decision. HR Officers should become familiar with developing work products such as information papers and discussion/position papers.

Coordination of staff work is critical to the decision making process. It includes internal and external discussions, personal visits, and telephone calls. To work effectively, coordination must occur at the appropriate level offices. When practical, coordinate actions during the draft stages to ensure concurrence and/or address any non-concurrences prior to final submission.

Plan ahead. Because the types and pace of work and the level of response required may be different from your prior experience, it's prudent to become familiar with tools that can assist with time management. Create a tickler, and give yourself as much time as you reasonably can to ensure success.

As the J1, it is important to recognize that specific staffing issues such as award processing can become hectic during certain periods (change of command, unit re-deployments). Some joint awards can take several months for signature or require concurrence from outside the command. Even local awards, evaluations, and instructions will pass through several in-boxes prior to approval. Task prioritization and effective planning will help significantly in staffing execution.

## **Chapter One - Organization, Functions, & Roles**

Resist the temptation to “fast track” documents directly to the front office (or to allow other staff members to do so). This will flummox more senior officers in your joint organization who are used to seeing all correspondence sent up in a staffed package.

And if you must forward documents for review by a senior echelon (CCMD, Joint Staff, etc.), it will almost never be accepted outside of a formal staffing process. If you must “walk it through,” follow the same routing plan and get the same endorsements or signatures (or appropriate substitutes) that routine staffing receives.

*Tip: If you find yourself in a demanding staff environment, assign a person full-time or as a primary collateral duty to track documents. The time invested up front will be saved many times over.*

## **Chapter Two - Joint Personnel Services**

### **Military Evaluations**

References:

(a) JP 1-0, Appendix N

Properly documenting personnel performance is common to all Services, but joint organizations make this task complex. Service regulations vary on evaluation reports, as noted by reference (a). Each has its own software or website that generates performance evaluation reports. Joint duty is an environment in which, by design, members of one Service often rate personnel from other Services. Some raters are familiar with their subordinate's Service business rules, while many others are not.

J1 leads guidance and policy development for the joint organization, including publishing rating plans or rating schemes as required, organizing the entire effort. Rating schemes and plans may also vary based on the commander's intentions and the needs of the organization. Combatant commanders often publish rating guidance which applies to all subordinate joint forces. Since reporting officials must document joint matters duties in officers' evaluation reports, good rating guidance will act as a reminder to ensure this happens.

Ideally, the J1 should have at least one technician of each Service within the directorate that is familiar with their own evaluation process. Appointing a senior staff member from each Service as a QA representative to double-check narratives and marks also keeps supervisors of one Service from inadvertently doing harm to another's career progression.

Evaluation Processing:

1. Reports that do not require CCDR review, approval, or signature – forward directly to the Service HQ once signed.
2. Reports that do require CCDR review, approval, or signature – forward to the CCMD J1, which will review and forward for CCDR signature.
3. Copies of signed reports should be provided to the rater and to the reporting senior rater, per Service regulations.
4. The J1 may maintain record copies of evaluations where authorized by the Service regulations.

A few evaluation rater general guidelines:

1. The CCDR normally rates the CJTF.

## Chapter Two - Joint Personnel Services

2. The CJTF normally rates the JTF Service Component Commanders and the Deputy CJTF.
3. The CJTF, through the JTF J1, normally establishes rating schemes for JTF personnel, with the exception of unit-deployed personnel, who maintain their normal rating scheme.
4. Rating schemes must follow the CJTF guidance as well as the Service directives.
5. Army specifically requires a published and regularly-updated rating scheme that lists all personnel and their raters/senior raters.
6. Evaluations of foreign Service personnel must follow the regulations of that nation and Service. Multinational forces can use a semi-annual, annual, or multi-year evaluation program. All evaluations on assigned foreign military are sent through their respective Lead Nation Representative (LNR). Get to know the LNRs and follow their reporting timelines.
7. Tracking down historic rater/reviewer/reporting senior report averages is difficult at times. Flag Secretaries and Aides de Camp are helpful resources.

*Tip: Since each Service's evaluation system differs, updated Service references should be readily accessible; J1 must be familiar with the due dates, rating requirements and comment nuances. Establish some points of contact within your organization from each Service who are well versed in their respective rating systems, and use them to help manage the process.*

## Chapter Two - Joint Personnel Services

### Joint Retention

#### References:

- (a) AR 601-280, Army Retention Program
- (b) AFI 36-2606, Reenlistment in USAF
- (c) OPNAVINST 1040.11D, Navy Enlisted Retention & Career Development Program
- (d) MCO 1040.31 Enlisted Retention and Career Program

Joint retention is retaining, on a long-term basis, sufficient numbers of highly qualified service members to support the unit's mission through Service specific policies and regulatory guidance. Joint retention is the long-term answer for maintaining end strength of the joint forces.

The Chairman's Strategic Guidance to the Joint Force states a key effort of the Joint Force is to "recruit and retain people with the leadership, character, and expertise needed to retain our Profession of Arms." Though there is no joint guidance on retention, each Service shares the responsibility in managing their respective retention program. To truly be effective in retaining high quality service members, retention requires enthusiastic command involvement and dedicated experts. Commanders must be involved to ensure each Service representative is actively conducting effective retention programs and following all command policies and Service regulations.

The J1 serves as the Commander's lead ensuring program compliance and that the Commander has knowledge of and the ability to adjust retention programs to meet the needs of the service member without jeopardizing manning requirements.

#### Responsibilities include:

1. Review and implement any policies pertaining to the separation and retirement of military personnel, concurrent receipt, force realignment and transformation, quality of life issues, compensation, and recruiting of personnel.
2. Oversee all operations, actions, and incidences to ensure compliance with established standards and regulatory guidance.
3. Include retention operations in applicable OPORD, OPLANS, and SOPs.
4. Ensure personnel are eligible for retention through yearly record reviews.
5. Establish and monitor quality control for all pertinent service member data and related contractual documents.
6. Establish and manage attrition management controls (i.e., bars to reenlistment and declination statements to continued service).

## Chapter Two - Joint Personnel Services

7. Determine service member eligibility for bonuses and incentives consistent with published regulations and directives.
8. Ensure subordinate units adhere to policies and regulations.
9. Monitor subordinate units to ensure retention programs are staffed with qualified career counselors.
10. Maintain and publish statistics on retention program eligibles, missions, and accomplishments.
11. Liaise with Service personnel leads to assist members with Service specific actions.

*TIP: Commanders of any Service enjoy being able to personally congratulate selectees and promotees. Army commanders also traditionally notify non-selected senior officers as part of their senior leader counseling process. As soon as possible, obtain (or set one of your team members up with) access to Service promotion lists, and get accustomed to scrubbing your manning documents against them. service component commanders and subordinate HQs are also helpful resources for this information.*

## Chapter Two - Joint Personnel Services

### Pay and Allowances

References:

- (a) JP 1-0, Appendix H
- (b) DoDI 1340.09, Hostile Fire Pay and Imminent Danger Pay
- (c) DoDI 1327.06, Leave and Liberty Policy and Procedures

J1 has functional responsibility for coordinating pay policies reflecting the various pays and entitlements established to compensate military personnel. The J1 Directorate Joint Personnel Center is tasked with tracking personnel benefits as they are turned on and off, and determining whether benefits are applied monthly or pro-rated based on “boots on ground” (BOG) time.

The J1 also serves as advisor to CJCS, DJS, and Component Command J1s on matters related to pay and allowances. The J1 represents CCMDs on issues referred to OSD and collaborates with OSD, Services, and DoD agencies on policy matters. J1 also collaborates with the Defense Finance and Accounting Service (DFAS) to disseminate pay and allowance information. Reference (a) includes the joint operations entitlements matrix, a list of entitlements, their applicable reference, the amount of benefit, and amplifying remarks.

The Joint Force Travel Regulations (JFTR), Paragraph U4800, gives joint force commanders (the geographic combatant commander is a JFC) responsibility for determining the appropriate type of TDY status of personnel assigned to a joint force performing duty under similar conditions in the same operational area. Pay and entitlements requiring a joint force commander decision or actions include:

- Temporary Duty Options
- Imminent Danger Pay
- Hardship Duty Pay—Location
- Combat Zone Tax Exclusion
- Entitlements Stemming From Contingency Operations
- Environmental Morale Leave (EML) and Funded Environmental Morale Leave (FEML). (See also **Leave**)

Be aware, for OCONUS joint commands, pay and allowance rules both for civilians and military may be distinctly different. There are two distinct JTR Volumes: one is for military and the other is for civilians. Ensure you're using the correct one.

*Tip: Many interested parties - individual service members, spouses, supervisors, senior leaders, and Congressional liaisons - will ask for a summarized list of pay and entitlements. Keep a current table of those entitlements - broken out by country or region – at the ready.*

## Chapter Two - Joint Personnel Services

### Benefits and Entitlements

References:

- (a) JP 1-0, Appendix D
- (b) JP 1-0, Appendix H
- (c) DoD Financial Management Regulation 7A
- (d) Joint Federal Travel Regulation
- (e) DoDI 1327.06, Leave and Liberty Policy and Procedures

The declaration of a contingency operation authorizes additional service member benefits by statute. The Geographic CCMD J1 coordinates with the Joint Staff J1 to formally request SecDef contingency designation, if not already directed. Though these laws affect both active and reserve personnel, benefits will vary. It is important for the J1 to differentiate between their active and reserve population.

Paragraph four of reference (a) and the matrix listed in reference (b) provide a list of benefits, their applicable reference, amount of benefit, and amplifying remarks. Benefits and entitlements requiring JFC decisions or actions include:

- Special leave accrual (SLA). (see Reference (e) for SLA eligibility)
- Payment for unused leave
- Transitional medical and dental care
- BAH for reservist without dependents
- POV storage
- Savings deposit program
- Special storage of household goods
- COLA for reservists recalled from overseas locations
- Service Members Civil Relief Act (SCRA)
- Uniformed Services Employment and Reemployment Rights Act (USERRA)
- Rest and recuperation (R&R) leave program (see also **Leave**)
- Non-Chargeable R&R Leave Program (see also **Leave**).

## Chapter Two - Joint Personnel Services

### Combat Zone and Contingency Operation Benefits

References:

- (a) JP 1-0, Appendix D
- (b) JP 1-0, Appendix H
- (c) DoD Financial Management Regulation 7A

Various pay and entitlements have been established to compensate military members for the rigors and sacrifices associated with military operations dependent on duty status and location.

Some important definitions:

1. **Combat Zone** - A combat zone is established by Presidential executive order. A qualified hazardous duty area (QHDA) is established by Congressional action. Personnel serving in an area designated as a combat zone receive certain federal tax exclusions on military pay. Personnel serving in a QHDA may receive certain federal tax exclusion if DoD approves Imminent Danger Pay or Hostile Fire Pay for the area.
2. All of an enlisted member's or warrant officer's monthly military pay is excluded from taxable income for any period of a month served in the combat zone. An officer's monthly military pay is excluded up to the highest rate of enlisted pay.
3. **Contingency Operation** - A contingency operation is a military operation that is either designated by SecDef as a contingency operation or becomes a contingency operation as a matter of U.S. law (Title 10, USC, Section 101[a][13]). It is a military operation that:
  - Is designated by SecDef as an operation in which members of the Armed Forces are or may become involved in military actions, operations, or hostilities against an enemy of the U.S. or against an opposing force; or
  - Is created by definition of law. Under Title 10, USC, Section 101 (a)(13)(B), a contingency operation exists if a military operation "results in the call or order to, or retention on, active duty of members of the uniformed services under Section 688, 12301(a), 12302, 12304, 12305, or 12406 of this title, chapter 15 of this title, or any other provision of law during a war or during a national emergency declared by the President or Congress."

Be ready to quote in general, non-theater specific terms what the entitlements are while personnel are assigned to a combat zone. Be able to state verbatim the entitlement guidelines, amounts, and limitations IAW JP 1-0 Appendix H, Joint Operations Entitlement Matrix.

## Chapter Two - Joint Personnel Services

The Joint Staff J1 is responsible for advising the CJCS, Director, Joint Staff (DJS), and CCMD J1 staffs on pay and allowance matters. The J1 represents the CCDR's interests on items forwarded to OSD for action. The J1 coordinates and collaborates internally, and interfaces with OSD, Services, and DoD agencies on policy questions and determinations.

The J1 works with OSD, the Services, CCMD, the Defense Finance and Accounting Service (DFAS) (Expeditionary Support Organization [ESO]), and the Per Diem, Travel and Transportation Allowances Committee to disseminate pay and allowance information for joint operations.

The CCMD J1 addresses pay, allowances, and entitlements during the planning and early stages of operations and advises the subordinate JFC. The J1 forwards the CCDR's recommendations to initiate or terminate pay and allowances associated with joint operations to the Joint Staff J1.

*Tip: Combat and contingency pays and entitlements are normally tied to geographic areas. Tracking daily personnel movements in and out of these areas is critical to ensuring personnel are not over- or under-compensated. Ensure this task is assigned to a J1 team member (or members) capable of managing it, and conduct routine audits to keep it sharp.*

## Chapter Two - Joint Personnel Services

### Decorations and Awards

#### References:

- (a) CJCSI 1331.01D, Manpower and Personnel Actions Involving General and Flag Officers
- (b) JP 1-0, Appendix M, Joint Personnel Support
- (c) DoDI 1348.33, Military Awards Program
- (d) DoDD 1400.25, DoD Civilian Personnel Management System
- (e) DoDD 1348.19, Awards of Trophies and Similar Devices in Recognition of Accomplishments
- (f) DoDM 1348.33 Vols I, II and III, Manual of Military Decorations and Awards
- (g) CJCSI 1100.01C, Joint Staff Military and Personnel Awards Programs

Joint awards are unique to joint duty. Only those personnel with honorable and distinguished service while assigned to a joint organization which reports to or through CJCS are authorized joint awards. Since they normally support joint headquarters (on a JTD, JTMD, or JMD), eJMAPS position numbers are an important way to identify eligible duty.

References (a) through (g) contain detailed guidance, and should be consulted along with standing local policies. Submissions are usually captured on a local or combatant commander staff established 1348 form (not to be confused with DD-1348-1 federal property disposition forms).

#### A few pointers:

1. Service personnel assigned to Service units operationally or tactically in support of a joint operation are usually not eligible for joint awards. They are still eligible for Service awards (personal and unit level), and can be nominated for these by the joint commander.
2. Service members (not units) assigned to non-joint activities who are temporarily detailed and fully integrated into joint activities can be given a joint award if an exception to policy is approved. Approvals are made by the CCMD staff, are rare, and not guaranteed.
3. Only one personal award for same action or period of service is authorized (no concurrent Service/joint awards).
4. An awards board, managed by the J1 and chaired by the Chief of Staff, is normally convened to ensure parity and consistency of awards across a staff.
5. Coalition personnel awards require review by intelligence (Interpol) and State Department officials, and also usually require an exception to policy. Do NOT go around this process; it is there to protect your command.

## Chapter Two - Joint Personnel Services

6. Volunteer service is not referenced in a joint award citation.
7. Approval authority is established by OSD policy and generally cannot be delegated.

Typical types of Defense/joint decorations and recipients (these are not set in stone, and exceptions can be made):

1. Defense Distinguished Service Medal (DDSM). Awarded typically to the most senior officers in joint organizations, to include CJCS, VCJCS, Chiefs/Vice Chiefs of Services, and Commanders, Deputies of Unified/specified commands working in direct contact with SecDef.
2. Defense Superior Service Medal (DSSM). Normally awarded to O-6 through O-8. O-6 awardees should be in the Division Chief and higher positions only.
3. Defense Meritorious Service Medal (DMSM) and Bronze Star Medal (BSM). Awarded to O-4 through O-6s and senior NCOs. These awards, which are both versions of the Meritorious Service Medal, are an example of cultural differences among the Services, who differ widely in interpreting who is eligible for one or the other.
4. Joint Service Commendation Medal (JSCM). Awarded to the truly outstanding Action Officer, up to O-4, and for exceptional enlisted personnel.
5. Joint Service Achievement Medal (JSAM). For excellent achievement. Not to be exclusively used as an impact award.
6. Joint Meritorious Unit Award. (JMUA). Recognizes the combined efforts of the organization and not individual accomplishment.
7. Humanitarian Service Medal (HSM). Recognizes individuals or members of units involved in direct participation in an operation of a humanitarian nature.

Recommendations are submitted through JS J1 to the Approval Authority, depending on the award grade, the highest of which (DDSM) requires CJCS approval. Volume III, Section 11 of reference (f) addresses foreign decorations and Service awards, including those issued by the North Atlantic Treaty Organization (NATO).

*Tip: Award submissions above the DMSM level or requiring exceptions to policy will require vetting through several offices and higher-level boards. This takes time! For example, a JTF Director's DSSM will be vetted by the JTF staff, the CCMD staff, and the Joint Staff before the Chairman signs it – a process that can easily take several months. Establish an awards tickler system, and plan ahead. It is very tough to “walk through” a higher level joint award. Commanders and senior staff often ask for a summarized list of awards and authorities to make award recommendations easier. Keep a table of awards, who signs them, and required timelines at the ready.*

## Chapter Two - Joint Personnel Services

### Leave

#### References:

- (a) JP 1-0, Joint Personnel Support
- (b) DoDI 1327.06, Leave and Liberty Policy and Procedures
- (c) USD (P&R) Memorandum "Recertification of Afghanistan and Iraq as Non-Chargeable Rest and Recuperation Leave Areas" of 15 Mar 13
- (d) Joint Federal Travel Regulations, Chapter U

Leave is a benefit to personnel assigned to the DoD that is allowed when supported by the parent command, and authorized in a particular theater of operations. It must be planned for by both military and civilian personnel assigned to joint units.

Some special statutory authorities are automatically triggered by SecDef designation of an operation. Leave is affected positively for military personnel in this aspect. Under the provisions of Special Leave Accrual (SLA) - Title 10, USC, Section 701(f)(1), certain service members who would otherwise lose accumulated leave in excess of 60 days at the end of a fiscal year (75 days from 1 October 2008 until 30 September 2015) may retain an accumulated total of up to 120 days of leave.<sup>2</sup> To be eligible to accumulate up to 120 days, service members must serve on active duty for a continuous period of at least 120 days in an area in which the member is entitled to special pay under Title 37, USC, Section 310(a) (Imminent Danger Pay), or while assigned to a deployable ship or mobile unit or to other designated duty comparable to that specified under Title 37, USC, Section 310(a).

Per reference (b), in particularly arduous circumstances, Rest and Recuperation (R&R) leave may be authorized. The R&R leave program provides government-funded transportation from the R&R duty location to a designated R&R destination. Eligibility, requirements and the approval process are in reference (b).

Per references (b) and (c), Afghanistan is authorized Non-Chargeable R&R. Eligibility, requirements and the approval process are in reference (b).

Environmental Morale Leave (EML) and Funded Environmental Morale Leave (FEML) are other leave programs for overseas duty locations that include extraordinarily difficult living conditions or adverse environmental conditions that would offset the full benefits of annual leave programs. Eligibility, requirements, and the approval process are in references (b) and (d). Authorized FEML locations and associated relief destinations and recertification due dates are in reference (d).

Each Service has policies with respect to leave carry-over, and specific to Reserve and Guard personnel. Be familiar with these.

---

<sup>2</sup> While the end date of 30 September 2015 is codified in 10 USC § 701, MILPERSMAN 1050-070 CH-30 of 22 Jan 2010 still reflects 2013 as of the date of this handbook.

## Chapter Two - Joint Personnel Services

Leave can also be affected negatively, such as in geographic areas where regular leave is not authorized or otherwise restricted because special theater leave programs like funded R&R are available. And leave benefits may change from one geographic area to another.

Other key concepts:

1. **Payment for Unused Leave** - When applicable, the government may pay for up to 60 days of unused accrued leave (Title 37, USC, Section 501[b][3] and 501[f]). The 60-day limit does not apply to service members who die from injury or illness incurred while serving on active duty in support of a contingency operation. The 60-day limit also does not apply to members of the RC and retirees who serve on active duty and are deployed in support of contingency operations (Title 37, USC, Section 501[d][1] and [b][5][A,B,C]).
2. **United Nations Entitlements and Leave** - It is DoD policy that normally, U.S. personnel in units detailed to the UN will not contract with nor receive direct payment from the UN; exceptions must be approved by SecDef. U.S. personnel detailed or assigned to the UN for peace operations may use UN leave. When taking time off in the geographic area of the UN force commander's or chief military observer's authority, the personnel may take UN pass or leave as approved by the appropriate UN official, and U.S. leave will not be charged. When U.S. personnel desire to take leave outside the geographic area of the UN force commander's or chief military observer's authority, the individual must take U.S. leave or pass approved by the U.S. chain of command in conjunction with an approved UN leave or pass.
3. **Emergency Leave** - When a member is stationed OCONUS and needs to go on emergency leave, travel to the closest point of CONUS entry or other OCONUS location and return to OCONUS duty station is authorized to be paid for at government expense, for the member and authorized family members at command discretion, provided government transportation is not reasonably available. An American Red Cross message is desired but is not required for emergency leave and travel approval. (The American Red Cross Emergency Communications Center is available 24/7 at \*77) 272-7337. The command may approve emergency leave without Red Cross notification message on a case-by-case basis based upon reasonable verification of the emergency). *Note:* The Air Mobility Command website has flight information: <http://www.amc.af.mil/amctravel/index.asp>

HR professionals are instrumental in helping supervisors plan and execute leave for personnel assigned to their unit. The J1 and his/her directorate's admin technicians should be well versed in leave entitlements, to include knowing verbatim the accepted leave amount ceilings and leave/liberty limits.

*Tip: If a web-based portal is available, post instructions that summarize leave, liberty, and timekeeping policies for ready access by all hands.*

## Chapter Two - Joint Personnel Services

### Travel Procedures

#### References:

- (a) Title 37 and Title 10 United States Code
- (b) Joint Federal Travel Regulations, Volume 1 (JFTR)
- (c) DoD Financial Management Regulation 7000.14-R
- (d) DoD 1000.21-R, Passport and Passport Agent Services Regulation
- (e) Department of Defense Foreign Clearance Manual

Travel procedures for the U.S. military and civilians are found primarily in the Joint Federal Travel Regulations (JFTR) and the Joint Travel Regulations. The Defense Travel Management Office (DTMO) manages the regulation development and approval process of the JFTR and JTR. Travel is normally assigned to the J1 Joint Personnel Center. Expect to become intimately involved in all executive, official, and leisure travel for forces assigned, including local policy development.

#### Important definitions and policies:

1. The Per Diem, Travel and Transportation Allowance Committee (PDTATAC) publishes the JFTR and JTR under the DoD.
2. DoD Financial Management Regulation 7000.14-R – The DoD Financial Management Regulation directs statutory and regulatory financial management requirements, systems, and functions for all appropriated, non-appropriated, working capital, revolving, and trust fund activities. Chapter 9 includes travel policies and procedures.
3. DoD Foreign Clearance Guide – Implements DoD Directive 4500.54E, DoD Foreign Clearance Program and establishes standards for requesting and approving DoD foreign clearance requests for aircraft diplomatic clearances and personnel travel clearances.
4. DoD Passport and Passport Agent Services Regulation 1000.21-R – Provides guidance for administration of Passport and Passport Agent Services. It also provides guidance on the preparation of the required documents for the acquisition and control of no-fee passports and/or visas necessary for official travel.
5. Joint Federal Travel Regulations, Volume 1 (JFTR) – Travel regulations issued for all persons in the Uniformed Services. The manual is comprised of 10 chapters to include General, Official Travel, Transportation, TDY, PDT, Evacuations, Special Circumstances, CONUS COLA, OCONUS COLA & TLA, and Housing Allowances.
6. No-Fee Passport – Passports issued to DoD personnel and their family members carrying out official duties. The no-fee passport carries an endorsement that identifies the bearer as an agent of the U.S. government proceeding abroad on

## Chapter Two - Joint Personnel Services

official travel. This endorsement is unique to no-fee passports. Passports are provided at government expense; hence, there is no fee to the passport applicant. The types of no-fee passports provided for official travel are: diplomatic (black), official (brown/maroon), and no-fee regular (blue and/or green). No-fee passports are normally valid for 5 years.

7. Official Travel – Authorized travel and assignment solely in connection with official business of the DoD and the U.S. government at government expense.
8. Passport – An internationally recognized travel document attesting to the identity and nationality of the bearer. A passport indicates that its bearer is entitled to receive the protection and assistance of the diplomatic and consular offices of their country while abroad. In essence, it is a request on the part of the issuing government that officials of foreign governments permit the bearer to travel or sojourn in their territories and afford them lawful aid and protection.
9. United States Code, Title 10 and Title 37 – A compilation and codification of general and permanent federal laws of the United States. Title 10 pertains to the Armed Forces and includes travel procedures. Title 37 pertains to pay and allowances of the uniformed services (including allowances allowed during travel).
10. Visa - An issued document, or a stamp or impression placed on a page of a valid passport by a foreign embassy or consulate empowered to grant permission, as of the date issued, for the applicant to enter and remain in that country for a specific period of time. (Period of validity varies by country.)

*Tip: J3 (Operations) and J4 (Logistics) also coordinate theater clearances and passenger logistics. They, and your regional SATO office, are good sources of travel-related information. Be sure to read orders/reporting instructions, and encourage personnel to do the same, as information on travel and requirements for no-fee passports are typically spelled out in these documents.*

## Chapter Three - Support Programs

### Morale, Welfare and Recreation

#### References:

- (a) DoDD 5100.03, Support of the Headquarters of Combatant and Subordinate Unified Commands
- (b) DoDD 1015.8, DoD Civilian Employee Morale, Welfare, and Recreation (MWR) Activities and Supporting Nonappropriated Fund Instrumentalities (NAFIs)
- (c) DoDI 1015.10, Military Morale, Welfare, and Recreation (MWR) programs
- (d) Army Regulation 215-1, Military Morale, Welfare and Recreation Programs and Nonappropriated Fund Instrumentalities
- (e) OPNAVINST 1710.11C, Operation of Morale, Welfare, and Recreation (MWR) Programs
- (f) AFI34-262, Services Program and Use Eligibility

Morale, Welfare and Recreation (MWR) plays a vital role in increasing troop readiness, relieving stress, encouraging healthy lifestyles and positive choices, and enhancing force recruitment and retention. Service programs form an integral part of the non-pay compensation system and provide a sense of community among patrons. They also provide for the physical, cultural, and social needs of military members and their families.

In mobilization, contingency, and wartime operations, MWR programs are necessary to maintain physical fitness and to reduce deployment/combat stress. They should be planned in peacetime and included as a priority in the mobilization and deployment process. The following items are examples of potential programs/services:

- Fitness and recreation programs/facilities
- Exchange and resale services
- Entertainment services
- Food and beverage sales
- Book and video service
- Commercial telephone access
- Internet e-mail access.

Navy HRs could expect to coordinate MWR requirements for a JTF, NATO HQ, or UN mission. The J1 may also be called upon to coordinate MWR programs with a host installation or regional commander's staff.

*Tip: "USO in a Box" is a portable, two-room USO center that can be trucked or flown almost anywhere. Personnel can use them log onto the Internet, phone family back home and relax with movies and video games in air-conditioned (or heated) comfort. This USO-supported option is a creative, practical way to provide MWR support to your locations down-range. Contact your combatant command MWR director to see if it is an option in your theater of operations.*

## Chapter Three - Support Programs

### Legal Services

References:

- (a) JAGINST 5800.7F, Manual of the Judge Advocate General
- (b) Common JTF HQ SOP Version 2
- (c) Uniform Code of Military Justice (UCMJ), Title 10 USC
- (d) Manual for Courts Martial (MCM)

Legal services, policies, and procedures are primarily conducted in reference to the Manual for the Judge Advocate General, the MCM, and the UCMJ. While joint organizations may or may not place legal services within the J1 directorate, the J1 is always in an important (and often supporting) role in staff legal matters. Be generally familiar with the following:

1. Reference (a), in addition to defining the roles and responsibilities of the Judge Advocate General, establishes standards for international law and customs requirements which may have impacts on deployed or transiting personnel.
2. Chapter 8 of reference (b) outlines the responsibilities of a joint task force (JTF) staff judge advocate (SJA) and provides basic guidance to establish and operate the JTF SJA section. It sets forth general guidance for the administration of legal support, military justice, international law, operational law, the law of war, claims, administrative law, fiscal and contract law, and legal assistance.
3. Reference (c) is the primary legal code through which all internal military justice matters of the United States are governed. The UCMJ applies to all members of the U.S. military including military retirees and members of other federal uniformed services. The UCMJ is found in Title 10 of USC.
4. Reference (d) is the official guide to the conduct of courts-martial in the U.S. It consists of a Preamble, the Rules for Courts-Martial, the Military Rules of Evidence, the Punitive Articles, and Non Judicial Punishment (NJP).

*Tip: J1 routinely works with the Staff Judge Advocate to expeditiously carry out personnel actions following legal decisions. Make visiting your SJA (along with the Chaplain and Medical Officer) part of your weekly battle rhythm to stay current on pending personnel issues.*

## Chapter Three - Support Programs

### Enemy Prisoners of War, Civilian Internees & Other Detained Personnel

#### References:

- (a) DoD Joint Staff Guide 5260
- (b) CJCS Instruction 3290.01D, Program for Detainee Operations
- (c) SECNAVINST 1640.9C, Department of the Navy Corrections Manual
- (d) SECNAVINST 3461.6, Enemy Prisoners of War, Retained Personnel, Civilian Internees and Other Detainees
- (e) 1949 Geneva Convention Relative to the Treatment of Prisoners of War

Application of the DoD policy for handling enemy personnel/detainees may be assigned to the J1 Directorate. Obviously this is an area involving close coordination with the staff judge advocate.

Generally, the following guidelines apply:

1. All persons captured, detained, interned, or otherwise held in U.S. Armed Forces custody during the course of conflict will be given humanitarian care and treatment from the moment they fall into the hands of U.S. forces until final release or repatriation.
2. All persons taken into custody by U.S. forces will be provided with the protections of the GPW until some other legal status is determined by competent authority.
3. The punishment of enemy prisoners of war (EPW), civilian internees (CI) and retained persons (RP) known to have, or suspected of having, committed serious offenses will be administered IAW due process of law and under legally constituted authority per the GPW, the UCMJ, and the Manual for Courts Martial.
4. The inhumane treatment of EPWs, CIs, and RPs is prohibited and is not justified by the stress of combat or with deep provocation. Inhumane treatment is a serious and punishable violation under international law and the UCMJ.

*Tip: Contact your CCMD J1 to determine if any EPW, CI and RP personnel under your purview require reporting under joint personnel status or other muster reports.*

## **Chapter Three - Support Programs**

### **Formerly Captured, Missing, or Detained U.S. Personnel**

#### References:

- (a) DoD Instruction 1300.23, Isolated Personnel Training for DoD Civilian and Contractors
- (b) DoD Instruction 1300.21, Code of Conduct Training and Education
- (c) Joint Publication 3-50
- (d) DoD Joint Staff Guide 5260

While rare, J1 may be responsible for the administration of U.S. citizens who have returned to friendly forces.

U.S. military personnel must be aware that the basic protections available to prisoners of war under the 3d Geneva Convention (Geneva Convention Relative to the Treatment of Prisoners of War) may not be required during operations other than war. It is essential that U.S. military personnel understand that the provisions of the Geneva Convention affording prisoner of war protections apply only during declared war or international armed conflict.

In conflicts not of an international character, combatants will receive only the minimum protections of Common Article 3 of the Geneva Convention. As a result, U.S. military personnel detained by a hostile force during stability operations (formerly known as military operations other than war) may be subject to the domestic criminal laws of the detaining nation.

For example, if a U.S. pilot shot down during stability operations kills a civilian to avoid detection by a hostile force, the protections of the Geneva Conventions may not be available and the pilot may face prosecution under the laws of the detaining nation. In addition to the Geneva Conventions, there may also be a status of forces agreement (SOFA) or other binding agreement that provides certain parameters for the duties of the detaining government. Detainees should attempt to maintain military bearing, if possible, and should avoid aggressive or combative behavior that would violate the criminal or civil laws of the subject country.

However, detainees should not forget that they have an inherent right of self-defense. Lost, isolated, or captive service members must be prepared to assess the dangers associated with being taken into captivity by local authorities. Their assessment of the dangers should dictate what efforts should be taken and what measure of force may be required to avoid capture, resist apprehension, and resist cooperation once captured.

The Geneva Conventions of 1949 are the recognized standard of treatment of combatants and noncombatants during armed conflict, regardless of the characterization of the conflict. They offer agreed international standards for protection to civilians, contractors, correspondents, and others who have authority to accompany

## Chapter Three - Support Programs

and support coalition forces. The U.S. government expects humane treatment in accordance with the Conventions for all captives, regardless of status.

However, treatment of contractors and civilians will depend on the goals of the captor. Some captors, attempting to gain recognition as a legitimate party to the conflict, may announce their intention to treat captives in accordance with the GCs or some other humanitarian standard. Other parties may adhere to the Conventions as a simple matter to avoid adverse international publicity and retaliation. Others may take an opposite track and exploit the situation in a variety of methods to further their cause.

Captors' recognition of legal or moral constraints on their behavior will vary, and captives must carefully assess their captors and their situation and adapt their behavior to their unique situation.

*Tip: Generally, these matters will be of national significance and will involve close coordination with the Service Component "1," the Joint Staff J1, and the CCMD J1. Be prepared for Congressional interest as well.*

## Chapter Three - Support Programs

### Casualty Reporting

#### References:

- (a) DoD INST 1300.18, DoD Personnel Casualty Matters, Policies, and Procedures
- (b) DoD Directive 1300.22, Mortuary Affairs Policy
- (c) 10 U.S.C.
- (d) A R 600–8–1, Army Casualty Program
- (e) MILPERSMAN 1770-030, Personnel Casualty Reporting Procedures
- (f) MCO 3040.4 Marine Corps Casualty Assistance Program
- (g) MCO 3504.2, Operations Event/Incident Reporting
- (h) AFI 36-3002, Air Force Casualty Services
- (i) CJCSM 3150.13, Joint Reporting Structure – Personnel Manual

Department of Defense (DoD) policy states that “casualty procedures shall be uniform across the military departments except to the extent necessary to reflect the traditional practices or customs of a particular military department.” Practically speaking, joint duty involves two chains of command - the Service chain of the member involved, and the joint chain. Both must receive consistent and timely information.

Casualty report processing will generally happen this way:

1. Casualty reports, also known as Personnel Casualty Reports (PCR), and the DD Form 1300s will be submitted electronically and without delay to the Service Headquarters Casualty Office within 12 hours of a command, detachment, or unit learning of the casualty.
2. When casualties occur in a situation involving personnel of more than one Service, each Service component will generate an initial casualty message for its casualties. If other Service casualty reporting elements are not present, the Service responsible for the area of incident will prepare reports for all casualties. The joint operational commander will ensure consistency and accuracy of all information reported by each service component.
3. Casualty reports will be unclassified to the maximum extent possible. In the event a casualty report must be classified or contains classified information, the information must be reported via secure means and to properly cleared personnel.

PCRs and DD Form 1300s shall be submitted for the following casualties:

1. All deceased or missing military personnel.
2. All deceased or missing OCONUS DoD civilian employees and DoD contractors who are casualties as a result of hostile or non-hostile action or while accompanying Armed Forces in the field and for all CONUS casualties as a result of hostile action.

## Chapter Three - Support Programs

3. All deceased or missing personnel identified as designated or covered persons by the Undersecretary of Defense (Personnel and Readiness) according to reference (I).
4. All active duty military personnel whose status is listed as seriously ill or injured (SI) or very seriously ill or injured (VSI).
5. All OCONUS DoD civilian personnel, including DoD contractors listed as SI or VSI as a result of hostile or non-hostile action or while accompanying armed forces in the field.
6. All military personnel listed as duty status-whereabouts unknown (DUSTWUN) and all DoD civilian employees and DoD contractor personnel listed as excused absence whereabouts unknown (EAWUN).
7. All personnel, including military and DoD civilians and DoD contractors, who are wounded in action.

Personnel casualty reports normally contain the Member's name, SSN, Rank/Rate, type of casualty (NSI, SI, VSI, TI, DUSTWUN or Death), cause and circumstances; and next of kin (NOK) names, addresses, and phone numbers, including confirmation of notification of NOK.

### Army specifics:

1. The initial casualty report is submitted by the responsible Casualty Assistance Center (CAC) in the area of incident.
2. CACs will electronically transmit casualty reports to the Combat Readiness Center ([cssc@safetycenter.army.mil](mailto:cssc@safetycenter.army.mil)) and, where applicable, the U.S. Army Reserve Command USARC ([casualtyar@usar.army.mil](mailto:casualtyar@usar.army.mil)).
3. Ensure theater casualty reports are prepared using information recorded on DA Form 1156 or similar Army Casualty and Mortuary Affairs Operations Center (CMAOC) authorized checklist.

### Navy specifics:

1. Submit PCR's electronically via e-mail to **MILL\_NavyCasualty@navy.mil**. (NOTE: Use an underscore between "MILL" and "NavyCasualty" in the e-mail address.) This mailbox will automatically be distributed to the offices involved in the casualty process. Be sure to include your chain of command as an addressee on the e-mail, as well as the full name, rank, title, and contact info of the approving official.
2. If e-mail capability does not exist, the PCR may be submitted via facsimile (fax) to N135C at 1-901-874-6654.

## Chapter Three - Support Programs

3. If e-mail or fax capability does not exist, PCR may be submitted by immediate precedence message to: **TO: COMNAVPERSCOM MILLINGTON TN//PERS-621//**  
Info Addee: Command sending message.

### Marine Corps specifics:

When a reportable casualty occurs, it is the responsibility of the casualty's command to notify the Military Personnel and Recreation, Personal and Family Readiness Division (MFPC) and the Marine Corps Operations Center (MCOC) and submit a PCR.

1. Voice Report. Commands will contact the MCOC at 866-476-2669 and MFPC at 800-847-1597, providing at a minimum the casualty's name, SSN and the basic circumstances surrounding the casualty incident.
2. PCR message. Prior to the release of a PCR message, e-mail an advanced copy to the MCOC and DC M&RA.

### Air Force specifics:

1. All casualty reports are submitted using the Defense Casualty Information Processing System (DCIPS). Immediately telephone AFPC/DPWCS at DSN 665-3505 or 1-800-433-0048 (CONUS bases only) upon learning of a casualty and continue to provide casualty data updates until information is confirmed and a casualty report is submitted through DCIPS.
2. If most current copy of the following documents are not in the Air Force Automated Records Management System (ARMS), scan and e-mail or fax these documents on personnel to the Air Force Personnel Center (AFPC/CPWCS, DSN 665-2348):
  - vRED/DD Form 93, Record of Emergency Data
  - SGLV 8286, Service Members' Group Life Insurance Election and Certificate
  - DD Form 4, Enlistment/Reenlistment Document, Armed Forces of the United States (for enlisted members only)
  - Any other VA forms related to SGLI.

Note: Don't forget to report casualties p reference (i) in your Joint Personnel Status Report. Reference (i) casualty section includes any person who is lost to the organization by having been declared dead, duty status-whereabouts unknown, excused absence-whereabouts unknown, missing, ill, or injured.

*Tip: In addition to Service and joint reports, don't forget to prepare and release any updates to unit personnel status reports and musters. Send courtesy copies of all notification traffic to the impacted service component counterpart "1" (i.e. N1, A1, G1, etc.) involved in the event so they aren't caught unaware. They'll do the same for you next time.*

## Chapter Three - Support Programs

### Religious Affairs and the Joint Force Chaplaincy

#### References:

(a) JP 1-05, Religious Affairs in Joint Operations

Religious affairs are the commander's responsibility and consist of the combination of religious advisement and religious support. In planning and execution, commanders and staffs consider the possible impact of religion in the operational area and area of influence. Chaplains assist the CCDR and subordinate JFCs/JTFs by enabling the expression of faith or spiritual principles for all assigned personnel, and guarding against religious discrimination within the command. Commanders are responsible for the religious accommodation of joint force personnel and may place this function under the J1 Directorate.

As a special staff officer, the chaplain advises the commander and staff on moral and ethical decision-making, and, may advise on religious dynamics within the operational area, and sometimes may be tasked with certain liaison functions. Chaplains execute the command's religious affairs program through religious advisement and religious support. Chaplains also provide for religious worship, rites, sacraments, ordinances, and ministrations.

Depending on the area of responsibility, chaplains may also be involved in developing mil-to-mil or mil-to-civ relationships in host countries, including key religious leader engagements, supporting efforts to counter religious violence and extremism.

#### Important Definitions:

1. Religious Advisement - Religious advisement is the practice of informing the commander on the impact of religion on joint operations. Chaplains provide religious advisement consistent with their noncombatant status.
2. Religious Support – Religious support consists of the provision and facilitation of religious worship, pastoral counseling, and accommodating the free exercise of religion for all personnel; advising the JFC on ethics, morals and morale; and providing pastoral care, counseling, and coaching. Religious support teams (RSTs) deliver training and education. An RST normally consists of a chaplain and an enlisted religious support person.

#### J1 key points:

1. Navy HRs should understand the roles and functions of the Joint Force Chaplaincy and work to ensure the effective use of command religious professionals and programs in support of command personnel and mission requirements.

## **Chapter Three - Support Programs**

2. Ensure that Joint Force Chaplains are used in operational and strategic tasks, and that Service Chaplains are brought in through RFFs and other Service support agreements to conduct Title 10 religious ministry. Individual chaplains working at JTF HQs (on JMDs) are normally sourced via the Joint Individual Augmentation (JIA) process.

*Tip: As with the JAG and medical officer, chaplains are a great source for identifying emerging personnel issues. Make them part of your weekly battle rhythm.*

## Chapter Three - Support Programs

### Postal Operations Support

#### References:

- (a) DoD Manual 4525.6-M, DoD Official Postal Manual
- (b) DoD Manual 4525.8-M, DoD Official Mail Manual
- (c) USPS Domestic Mail Manual
- (d) USPS International Mail Manual
- (e) Joint Pub 1-0, Appendix J: Postal Operations
- (f) Army FM 1-0, HR Support

Postal operations and services have a direct and positive impact to both individual and unit morale – and a frequent topic of congressional inquiries. Since mail is common to all Services, processing, transport, and delivery is a joint operation that is assigned doctrinally under the J1. Important definitions:

1. Military Postal Service (MPS): An extension of the USPS.
2. Joint Mail Processing Activity (JMPA): Joint service organization that serves as the primary gateway for mail going into the AOR from the U.S. or coming out of the AOR for U.S. delivery.
3. Mail Control Activity (MCA): Theater distribution point where mail is organized for onward movement into the JOA. MCA will be assigned to a Service.
4. Joint Military Mail Terminal (JMMT): By doctrine, the JMMT is located in the JOA to support the force. There are three Army Active and two Army Reserve JMMTs in service.

As a potential Postal Officer, you will coordinate theater postal support with the cognizant combatant commander J1 or a designated Service rep. The MCA mission is often executed by the Air Force through military and contract air, but this can change - the Navy is the MCA for Africa, for instance. Mail processing and distribution, including tactical postal operations support, can be coordinated through a supporting Army Expeditionary Support Command, an Army Sustainment Brigade, or a local Service-funded contractor.

Free Mail is authorized by Executive Order 12566. The CCMD must request Free Mail service for a specific area. The Army includes mail handling processes and procedures in reference (f). It is a good resource for theater postal operations, especially those serving a largely land-force operation.

*Tip: Postal services are often led by J1 with respect to policy, but executed by logisticians (J3, J4, contractors, etc.). Make sure you work with them to understand how your particular system works.*

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Joint Manpower and Personnel Program

#### References:

- (a) CJCSI 1001.01A, Joint Manpower and Personnel Program
- (b) CJCSI 1301.01D, Joint Individual Augmentation Procedures
- (c) CJCSI 1331.01, Manpower and Personnel Actions Involving General and Flag Officers

The Chairman of the Joint Chiefs of Staff (CJCS) is responsible for the administration and execution of the Joint Manpower Program (JMP). Per references (a) and (b), the Joint Staff J1 implements policies and procedures for determining, validating, documenting, and maintaining joint manpower requirements of civilian, military graded positions O-6 and below, contractors, and other assigned personnel at joint activities. General and Flag Officer matters are addressed in reference (c). CCDRs are responsible for establishing internal policies and procedures for determining, validating, documenting and prioritizing joint manpower requirements that comply with DoD and CJCS guidelines.

#### Some important concepts:

1. **JMP** - The document that reflects an activity's mission, functions, organization, current and projected manpower needs, and, when applicable, its required mobilization augmentation. A recommended joint manpower program also identifies and justifies any changes proposed by the commander/director of a joint activity for the next 5 fiscal years. The objective of the JMP is to ensure that joint activities have the minimum manpower with the appropriate skills and experience to carry out the assigned mission, tasks, and functions. Document responsibilities include, but are not limited to:
  - Organization and Functions Manual (O&F)
  - Joint Table of Distribution (JTD)
  - Joint Table of Mobilization Distribution (JTMD).
2. **Authorization** - An approved (supported programmatically) military or civilian position on a JTD or JTMD that authorizes the assignment of personnel to perform required tasks. This term also may be used in referring to a total of all the approved authorizations. In contrast with a manpower requirement, a manpower authorization is always funded. Reference (a) lays out guidelines for the JTD and JTMD billet approval process, and is a must-read for the Navy HR Officer assigned to a CCMD or other senior joint staff, particularly when assigned to duties that involve managing joint positions on the JTD or JTMD.
3. **Joint Table of Distribution (JTD)** – A manpower document that identifies the active duty and full time active positions and enumerates the spaces that have been approved for each organization for a specific fiscal year (authorization year) and

## Chapter Four - Joint Personnel Readiness & Manpower Management

those spaces which have been accepted for planning and programming purposes for the five subsequent fiscal years (program years). JTD positions are funded or “POM’ed” in the defense budget over several fiscal years. Because of this, they are often referred to as “permanent” positions. For each JTD (and JTMD), there are parallel Service manpower documents: Activity Manning Document (AMD) for Navy, Unit Manning Document (UMD) for Air Force, Tables of Distribution and Allowances (TDA) and Table of Organization and Equipment (TOE) for Army staff and tactical units, respectively, and Table of Organization (TO) for USMC. It is important to understand that the JTD and JTMD represent the expectations of the joint command. However, the reality (when it comes to personnel distribution) is represented on the Service manpower books. It is important to ensure that they all match.

4. Joint Table of Mobilization Distribution (JTMD) - A reserve manpower authorization document that identifies the additional positions and organization required to augment the existing positions and organization on the JTD in time of mobilization. The JTMD is the mobilization equivalent of the JTD.
5. Joint Manning Document (JMD) – A temporary manpower document that is created or filled to provide Joint Individual Augmentation personnel in support of short-term or contingency operations. JMD positions are not supported programmatically, meaning that they do not count against end strength totals.
6. Joint Individual Augmentation (JIA) – JIAs enable CCDRs to add temporary personnel to existing joint headquarters to perform assigned joint missions. Reference (c) is the process for requesting, managing, and accounting for JIAs, which are often used to stand up and maintain a JTF. J1s who are managing or planning missions using JIAs should immediately become familiar with this joint publication.
7. Electronic-Joint Manpower and Personnel System (eJMAPS) – The secure, web-based system for the management of joint manpower & personnel. Every joint billet is recorded, tracked, and justified within eJMAPS. eJMAPS is currently being migrated to FMTS (Fourth Estate Manpower Tracking System). The Fourth Estate refers to OSD, Defense Agencies, and others not under the Military Services.
8. Joint Manpower Validation Process (JMVP) – JMVP is the SecDef -approved process to validate new joint manpower requirements. It is not a resourcing forum. JMVP is managed by the Joint Staff/J-1. JMVP begins in March of every year and runs through August. The Operations Deputies (OPSDEPS) Tank, a three-star forum with Service representation, is the main decision forum of JMVP. A Joint Manpower Validation Board (JMVB) is the last stage of JMVP and validates the quantity, mil/civ, grade, and details of the request. The output of JMVP is a list of validated manpower requirements and potential offsets, if identified. Requirements validated through JMVP are submitted to OSD Cost Assessment and Program Evaluation (CAPE) for resourcing deliberations during Program Budget Review (PBR) each fall. If a new

## Chapter Four - Joint Personnel Readiness & Manpower Management

manpower requirement is resourced during PBR, then the change will be documented in a Resource Management Decision (RMD). New billets will be added after the RMD is signed.

9. Direct vs. Memo Future Years Defense Program (FYDP) – In the joint manpower arena, one of the more important manpower concepts is an understanding of Direct FYDP and Memo FYDP. There is no specific reference for this material, but OSD Cost Assessment and Program Evaluation (CAPE) is the office which manages the program for the SecDef. Direct FYDP represents each Service-specific manpower program (officer, enlisted, and civilian) and financial plan as approved by SecDef. Joint manpower is a subset within each Service’s Direct FYDP; there is not a separate “joint” appropriation. As a consequence, if a manpower resource is moved to support a joint activity, the Services must compensate within their own force structure, unless the controls are increased by SecDef. Direct FYDP is additive for each Service and must match DoD controls exactly. DoD controls are represented in the Comptroller Information System (CIS), and FYDP flows from the CIS. Memo FYDP, on the other hand, is non-additive manpower to avoid double-counting. Memo FYDP consolidates each of the Service contributions to the joint activity and provides additional fidelity (utilizing Program Elements (PEs)) on how the Service manpower is allocated within the joint activity. (Memo FYDP is not unique to joint; Defense Agencies and OSD also have Memo FYDP.) Direct and Memo FYDP can be viewed within the OSD (CAPE) data system, the Data Warehouse. The Joint Staff J-1 manages the Memo FYDP, and each Service manages their Direct FYDP. Each year, after a Resource Management Decision (RMD) is signed by SecDef to update the Program of Record, the CCMDs and Joint Staff must balance their funded JTD/JTMD billets with what is allocated in the Memo FYDP. At times, a CCMD could have more funded billets than allocated FYDP, which requires billets to be unfunded; or a CCMD could have fewer funded billets than allocated FYDP, which enables a CCMD to fund new billets.
10. Joint Duty Assignment List (JDAL) – Most permanent joint duty assignments are listed on the JDAL for each CCMD and Joint Staff. Only military billets graded as O4 to O6 can be listed on the JDAL. Not all O4 to O6 billets at each CCMD are listed on the JDAL. Sec 668, Title 10 directs the SecDef to limit joint duty assignments to those in which an officer gains significant experience in *joint matters*. Joint matters is defined in law and based on joint doctrine. The definition encompasses both “what you do” and “who you do it with.” Joint matters work is strategic in nature. The JDAL is re-validated every five years. Contingency and Joint Task Force JMD billets re-validated annually are not on the JDAL, though they are roughly equivalent in terms of joint duty credit.

*Tip: A Navy HR Officer with Management or similar competencies will be familiar with manning and budgeting processes. However, the annual (including out-of-cycle) Joint Personnel Management process is a unique, highly-complex, and high-visibility business, particularly in that it involves manpower decisions made collaboratively by both the Joint Staff and the different Service components. Become familiar with*

## **Chapter Four - Joint Personnel Readiness & Manpower Management**

*references (a) through (c) as soon as possible, and get to know the joint manpower planners and programmers at your upper echelons who will be driving this process. If questions arise, contact the applicable combatant command J1, or the Joint Staff J1 Human Capital Division, for permanent and contingency manpower questions.*

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Embassies and Noncombatant Evacuation Operations

#### References:

- (a) JP 3-68, Noncombatant Evacuation Operations
- (b) DoDD 3025.14, Evacuation of U.S. Citizens and Designated Aliens from Threatened Areas Abroad
- (c) Department of State F-77, Report of Potential Evacuees
- (d) CJCSM 3150.13C, Joint Reporting Structure – Personnel Manual, Enclosure D (NEO Report)
- (e) DoDI 5105.75, Department of Defense Operations at U.S. Embassies

Per references (a) through (d), in the event of an emergency abroad affecting the safety of U.S. citizens, DoD will support the Secretary of State's overall responsibility to protect U.S. citizens and nationals, and designated other persons to include their evacuation to and welfare in relatively safe areas.

Evacuation will generally correspond to protection and evacuation plans established by Department of State (DoS). It is important to note that diplomatic or other considerations may make the use of certain terms, such as "noncombatant evacuation operation" (NEO), inadvisable and require the use of other terms instead.

In conjunction with DoS, DoD will prepare and implement plans for the protection, evacuation, and repatriation of DoD noncombatants in threatened areas abroad; integrate such plans into DoS's plans for evacuating non-DoD noncombatants from foreign countries; and assist the DoS in carrying out those responsibilities where militarily feasible and when formally requested by the Secretary of State.

Situations and circumstances dictating an evacuation typically develop rapidly, therefore thoughtful preparation and planning is critical to the success of an evacuation. Government instability and transition of power between regimes often precipitates violence and unrest that could put American citizens (AMCITS) in direct or collateral danger zones. Additionally, many countries are not capable of responding quickly to natural disasters and thus, evacuation of AMCITS may be the only alternative to mitigate loss of life.

The military's primary role during an evacuation or NEO is to provide security and transportation for the operation as requested by the DoS. DoS is the lead agency for all noncombatant evacuations with the exception of American citizens (AMCITS) from the Naval Base at Guantanamo Bay, Cuba. Some important terms:

1. Chief of Mission (COM) – The President's personal representative to the host country. The COM is the lead federal officer for the protection and evacuation of all U.S. noncombatants, including DoD dependents. He or she is the ranking officer in an embassy, permanent mission, legation, consulate general or consulate (i.e. an ambassador always, and a minister, consul general, or consul when no more senior

## Chapter Four - Joint Personnel Readiness & Manpower Management

officer is assigned to the post). A "chief of mission" can also be the head of a special and temporary diplomatic mission.

2. Senior Defense Official/Defense Attaché (SDO/DATT) - The principal DoD official in U.S. embassies, designated by the Secretary of Defense.
3. Office of Security Cooperation (OSC) - The security assistance element of the U.S. embassy's country team.
4. Authorized Departure – Voluntary departure of command-sponsored military dependents, nonessential DoD civilian employees and their families, families of essential DoD civilian employees, and DoD Dependents Schools staff and faculty to an announced safe haven is encouraged and authorized at government expense, with return also at government expense.
5. Ordered Departure – Mandatory departure of some or all categories of personnel and dependents to designated safe havens is directed by DoS, with implementation of the theater evacuation plan.
6. NEO Tracking System (NTS) – The official DoD computer system, available through Defense Manpower Data Center (DMDC), used for tracking evacuees.

The primary role of the J1 during an evacuation is the accountability of evacuees, using the NTS in accordance with reference (d), to provide the NEO report (NEORPT). NTS is a standalone computer system specifically designed to track personnel during every stage of the evacuation process.

J1s should expect to be assigned to NEO planning teams, often as the personnel tracking subject matter expert. J1s should ensure that component commands are trained and equipped to conduct train the trainer operations with assigned forces. It is critical that component commands have trained personnel who are capable of both conducting a NEO as well as training forces who are unfamiliar with NTS.

Navy HRs assigned to the J1 should also be prepared to operate the NTS in an uncertain environment. NTS comes installed with all the necessary software and peripheral equipment required to track evacuees. It is an unclassified system of a sensitive nature, thus it should be guarded according to standard PII procedures.

Extensive knowledge of the system is required prior to conducting an evacuation. The NTS features a web-based reporting feature that enables near live reporting options to CCDRs, provided internet service is available continuously. It is recommended that personnel assigned to NEO planning teams or given evacuee tracking responsibilities obtain in- depth NTS training from DMDC. A brief introductory manual is available online from DMDC at <https://www.dmdc.osd.mil/nts/>.

## Chapter Four - Joint Personnel Readiness & Manpower Management

A key component of NEO planning will be the processing time for evacuees. While the entire processing through the DoS representative, security, medical, etc. varies, a mathematical formula can be used to determine the processing time for entering an evacuee's information into the NTS. This planning information will be essential for logistical purposes in identifying safe locations to document evacuees. It is imperative that J1 planners relay this information, along with other NTS logistical considerations (power, internet, phone, etc.).

*Tip: As one of the principle subject matter experts for an evacuation on your staff, ensure J1-related issues are represented during staff NEO plans development and exercises. It is also wise to learn the embassy structure for your theater, as any actual evacuation will depend heavily on good coordination between DoD and DoS.*

*Bonus! Embassies are typically challenged by staff and billet vacancies, making NEO and other personnel planning and execution difficult at best. You may also find yourself tasked to provide military personnel to support embassy requirements. Embassy military billets are usually resourced differently than the operational forces. Work through established diplomatic channels (political advisor, task force liaison officer, SDO/DATT linkages) to develop a working relationship with your administrative and manpower counterparts at the embassies in your area of operations. And coordinate any manpower or personnel support recommendations with the combatant command J1 responsible for U.S. military support for Department of State activities. He or she will want to know about these personnel moves before they happen.*

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Joint Reception and Accountability

References:

- (a) JP 1-0, Joint Personnel Support
- (b) CJCSM 3150.13C, Joint Personnel Reporting
- (c) DoDI 3001.02, Personnel Accountability in Conjunction With Natural or Manmade Disasters

Tracking the arrival of inbound personnel, and accounting for them until their departure, is an essential element of joint command and one of the most important duties assigned to the J1.

References (a) through (c) contain essential guidance for conducting these duties.

Some key concepts:

1. Joint Reception, Staging, Onward Movement, and Integration (JRSOI). A phase of joint force projection occurring in the operational area, which comprises the essential processes required to transition arriving personnel, equipment, and materiel into forces capable of meeting operational requirements. It is the process by which personnel and equipment from around the globe are brought together to form fighting units.
2. Joint Reception Center (JRC). The center established in the operational area, under the direction of the joint force commander, with responsibility for the reception, accountability, training, processing, of military and civilian individual augmentees upon their arrival in the operational area. This is also the center where augmentees will normally be out-processed upon departure from the operational area.
3. Theater Accountability. Every Geographic Combatant Commander is responsible for accounting of personnel within their area of responsibility. While each may use a different method of tracking personnel (electronic or web-based systems that require personnel to swipe their military ID "CAC" cards as they arrive and depart are becoming more popular), the end-state is the same. The requirement is to be able at any given moment to provide the commander with a real-time status of personnel anywhere in the theater of operations.
4. Joint Personnel Status Report (JPERSTAT) is meant to satisfy the commander's information needs and to authenticate the total number of personnel (military, DoD civilian, and DoD contractor) physically present in a geographic combatant commander's area of responsibility. Personnel visibility information receives a high-level of attention by the Chairman of the Joint Chiefs of Staff, the Secretary of Defense, the National Security Council, and the Congress.

## Chapter Four - Joint Personnel Readiness & Manpower Management

5. Personnel Accountability Reporting System (PARS). A process established by reference (c) to ensure the DoD can account for personnel in a timely manner in the event of a future disaster.
6. Weekly Deployment Status Report (DEPSTAT). The DEPSTATREP, formerly the informal Joint Weekly Report, provides tabulated manpower data and information to the Joint Chiefs of Staff for use in monitoring and analyzing the status of Service personnel involved in the various operations within each geographic combatant commander's area of responsibility. The information derived from analysis of this report is used to provide information to the Chairman of the Joint Chiefs of Staff and Secretary of Defense to address issues of personnel deployed with the combatant commands.
7. NEO Report (NEORPT) establishes reporting procedures when the Noncombatant Evacuation Operations Tracking System (NTS) is used for the accountability of DoD noncombatant evacuees (NCE) during NEO for which the Department of Defense has primary responsibility.

Force reception and accountability are monumental tasks that require concerted effort, teamwork, and J1 leadership.

*Tip: To handle this workload, Joint Reception and JRSOI Teams may be available from Global Force Management through the Request for Forces (RFF) process, described in the next chapter.*

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Global Force Management (GFM) Process Overview

#### References:

- (a) Title 10 United States Code
- (b) Unified Command Plan
- (c) Forces For Unified Commands Memorandum (“Forces For”)
- (d) Joint Strategic Capabilities Plan (JSCP)
- (e) Joint Publication (JP) 1 “Doctrine for the Armed Forces of the United States”
- (f) Guidance for Employment of the Force (GEF)
- (g) GFM Implementation Guidance (GFMIG)
- (h) GFM Allocation Business Rules, GFMIG Supplemental Annex
- (i) FY GFM Allocation Plan (GFMAP) PLANORD
- (j) CJCSI 1301.01 (series), JIA Procedures

Global Force Management (GFM) was created in 2005 to transform DoD force management into a proactive process. GFM enables the SecDef to make more proactive, risk-informed force management decisions by integrating assignment, allocation, and apportionment processes in support of the National Defense Strategy (NDS).

GFM can be a part of deliberate and contingency planning duties as a J1. Expect this to consume a fairly significant amount of your time, and require you to work closely with fellow Staff members to coordinate personnel requirements and/or sourcing in support of CCMD, JTF (both U.S. and/or NATO CE), or United Nations missions for both contingencies and exercises.

#### Some important concepts are:

1. Assignment – Reference (a) outlines guidance and requirements. The President, through reference (b), instructs the SecDef to document his direction for assigning forces in reference (c). Secretaries of the Military Departments assign forces under their jurisdiction to unified and specified Combatant Commands (CCMDs) to perform missions assigned to those commands.
2. Allocation – Forces assigned to a CCMD may be transferred from the command to which it is assigned only by authority of the SecDef, and under procedures prescribed by the SecDef and approved by the President. Under this authority, the SecDef allocates forces between Combatant Commanders (CCDRs), or between a Military Department and a CCMD.
3. Apportionment – Distribution of forces and capabilities as a starting point for planning. Per reference (d), apportioned forces represent capabilities provided to CCDRs for planning purposes only. The Chairman apportions forces to CCMDs based on reference (f).

## Chapter Four - Joint Personnel Readiness & Manpower Management

4. Global Force Management (GFM). Provides comprehensive insights into the global availability of U.S. military forces and capabilities and provides senior decision makers a process to quickly and accurately assess the impact and risk of proposed changes in force assignment, apportionment, and allocation.
5. Global Demand. In order to distribute a limited number of forces among the competing CCDR demands, Joint Force Providers, Services, Services Components, the Joint Staff, OSD, and the SecDef must understand the entire global demand on the forces. By understanding global demand, the risks of allocating forces to a given operation can be better understood. Global force demand consists of Operational Force (assigned forces), Service institutional, Joint Individual Augmentation, and Exercise demand.

References (a) through (e) are the baseline documents that establish the policy and procedures in support of GFM. Reference (g) provides direction from the SecDef as to assignment of forces to CCMDs; includes the force/capabilities allocation process that provides access to all available forces to support CCMDs for both steady-state rotational requirements and requests for capabilities or forces in response to crises or emergent contingencies; apportionment tables and guidance provided in JSCP; and informs the joint force, structure, and capability assessment.

Included in the GFM allocation process, IAW references (h) through (j), are procedures that support Joint Headquarters (U.S., NATO Crisis Establishment (CE), and United Nations) requirements for personnel in support of Presidential or SecDef approved operations. Contingency Joint Headquarters manpower is documented on a Joint Manning Document (JMD). Each requirement on a JMD is classified by source type, which is more fully described in the next section of this handbook.

*Tip: Surviving the GFM churn means getting very familiar with all of your joint manpower documents, and getting to know your unit level and JCS/Service manpower managers.*

*Bonus! Since Request for Forces (RFF) management is typically managed by the J3 rather than the J1, good cross-staff coordination is critical to success. RFFs are made to gain a mission critical capability, not mission critical personnel, though the capability may include personnel. This means that those ordering the RFF are not always aware of the individual personnel aspects of their request. Even if your organization's RFF program is managed by J3, always stay fully engaged in the process, especially if you are responsible for a JMD sourced in part by an RFF.*

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Joint Manning Documents (JMD)

#### References:

- (a) JP 3-33, Joint Task Force Headquarters
- (b) JP 1-0, Joint Personnel Support
- (c) GFM Allocation Business Rules, GFMIG Supplemental Annex
- (d) CJCSI 1301.01(series), JIA Procedures

A joint manning document (JMD) lists manpower requirements essential to the command and control of a temporary Joint Force HQ organization. The J1 is integral to JMD development (including specific position descriptions, grade, skill, clearance, etc.), responsible for managing JMD requirements, sourcing of JMD requirements, and personnel accountability.

JMDs may be sourced through numerous methods, but must be identified as one of the following source types:

1. Unit [Request for Forces (RFF) with Force Tracking Number (FTN) annotated] – RFF/FTNs must be submitted to Joint Staff (JS) J3 IAW reference (c).
2. Joint Individual Augmentation (JIA) - submitted to JS J1 IAW references (c) and (d).
3. General Officer/Flag Officer (GOFO) - packages submitted to GOFO Matters Offices. New Joint Pool GOFOs require Chairman of the Joint Chiefs of Staff (CJCS) approval.
4. Other Government Agency (OGA) - managed by the CCMD.
5. Coalition (COAL) - managed by the CCMD. In multinational ops, partner nations may provide JTF HQ individual augmentation beyond liaison requirements.
6. Contractor (CON) - managed by the CCMD.

JMDs are built and managed in the electronic Joint Manpower and Personnel System (eJMAPS). An eJMAPS number is assigned to every JMD billet.

NATO Crisis Establishments (CE) are roughly equivalent to JMDs. Only the U.S. portion of a NATO CE is listed on a JMD, to document U.S. requirements, sourcing, and accountability of personnel.

The Joint Staff J1 is responsible for JMD & JIA validation, JIA policy, global prioritization of JMDs, and establishing acceptable JMD minimum sourcing percentages. JTF J1s are usually heavily involved in managing JIA requirements and routinely justifying individual or multiple billets on JMDs.

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Joint Individual Augmentation (JIA)

#### References:

- (a) JP 3-33, Joint Task Force Headquarters
- (b) JP 1-0, Joint Personnel Support
- (c) GFM Implementation Guidance (GFMIG)
- (d) GFM Allocation Business Rules, Supplemental Annex to GFMIG
- (e) FY GFM Allocation Plan (GFMAP) PLANORD
- (f) CJCSI 1301.01(series), JIA Procedures

As outlined in references (a) through (f), JIA is an unfunded temporary manpower requirement or a member filling an unfunded temporary manpower position identified on a JMD by a supported CCDR to augment Joint Task Force (JTF) staff operations during contingencies. Some key concepts:

1. JIAs are managed through the GFM Process per references (c) through (e). Like all other allocated forces and personnel, JIAs are ordered in the SecDef Orders Book (SDOB) and placed in the Global Force Management Allocation Plan (GFMAP), Annex D (JIA), once approved.
2. A JIA will fill only headquarters JMD requirements. Tactical- or Service-level deployment is not appropriate for JIA sourcing.
3. Aside from mandated personal protective equipment, JIAs will not deploy with additional equipment. Neither collective team training nor specialized training exceeding 1-2 weeks should be needed.
4. Operations may require JIA positions to support permanent or temporary organizations, UN, NATO or multinational force (MNF) mission requirements.
5. IAW reference (f), the supported CCMDs must anticipate potential JIA positions and provide a validated JMD in a timely manner to their components for input. CCMDs must attempt to fill JMD requirements with assigned assets prior to requesting JIA allocation. CCMD validated JMDs will be submitted to the Joint Staff (JS) J1 for review and JIA sourcing approval.
6. IAW references (c) through (f), the JS J1 will forward CCDR validated and JS approved requirements to JS J31 to coordinate Force Provider sourcing. As the Global Joint Force Coordinator, JS J31 will staff JIA requirements with the Services, USSOCOM, and Combat Support Agencies (CSAs), and with OSD (Personnel & Readiness) for the Civilian Expeditionary Workforce (CEW).

The J1 is significantly involved in crafting JIA requirements, including conveying the proper grade, skill identifier, security clearance, and unique requirements of the augmentee, along with tracking, sourcing and personnel accountability once deployed.

## Chapter Four - Joint Personnel Readiness & Manpower Management

Due to the dynamic nature of manning a contingency organization with JIAs, it is tempting for commanders and senior staff to want to move personnel to different functions within an organization. While commanders have authority to organize the forces assigned to them to carry out missions, there are significant risks to the mission (misalignment of personnel vs. duties), risks to the force (Service decisions to not back-fill realigned personnel), and risks to individual personnel (assignment to duties outside their area of expertise, loss of joint duty credit) in doing this.

If assigned as a JTF J1, you must walk the difficult line of advocating for the commander's mission requirements while being the "conscience" that ensures JIAs are not arbitrarily moved without considering the risks. You must also regularly communicate with your force providers (Service "1s"), including modifying orders when necessary to support changing operational requirements.

*Tip: Engage your JTF Chief of Staff and other directors early on to establish business rules that keep the JIA re-assignments to a minimum. For example, a simple rule is "No JIA can be moved without concurrence of the next echelon:*

- *The Director must approve moves within different sections of his or her directorate*
- *The Chief of Staff must approve moves within different directorates..."*
- *...and so forth.*

*A simple form that collects billet information and documents staffing for signatures (i.e. concurrence) for each personnel transfer is also a good idea.*

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Joint Enablers

#### References:

- (a) JP 3-33, Joint Task Force Headquarters
- (b) DoDD 3000.06, Combat Support Agencies (CSAs)
- (c) CJCSN 4130.01, Joint Contingency Acquisition Support Office (JCASO)

There are a handful of other joint force support capabilities that may be requested by way of RFF to provide manpower or expertise to your organization.

The Joint Enabling Capabilities Command (JECC), assigned under U.S. Transportation Command (TRANSCOM), provides mission-tailored, joint capability packages to CCMDs to facilitate the rapid establishment of joint force headquarters as described in reference (a). The JECC is comprised of three subordinate commands which are part of the Global Response Force:

1. Joint Planning Support Element (JPSE) is a flexible employment package composed across five functional planning groups: operations, plans, knowledge management, intelligence, and logistics.
2. Joint Communications Support Element (JCSE), which delivers rapid secure, reliable, and scalable command, control, communications and computer capabilities ranging from small mobile team missions to JTF HQ deployments.
3. Joint Public Affairs Support Element (JPASE) provides trained, equipped, scalable, and expeditionary joint public affairs capability supporting worldwide operational requirements.

Combat Support Agencies (CSA), per reference (b), provide combat support functions for joint forces across the range of military operations, and in support of CCDRs executing military operations. OSD Principal Staff Assistants (PSA) exercise authority, direction, and control over designated Defense Agencies and DoD Field Activities as designated by the SecDef and are accountable to the SecDef for the mission performance of such agencies and activities. This includes accountability for CSAs in the CSA's preparation for, and execution of, combat support missions in support of operational forces. CSAs include:

1. Defense Contract Management Agency (DCMA): Provides contract administration services to the DoD acquisition enterprise and its partners to ensure delivery of quality products and services to the warfighter, on time and on cost. DCMA's PSA is the Under SecDef for Acquisition, Technology, and Logistics (USD (AT&L)).
2. Defense Logistics Agency (DLA): Provides Services, other federal agencies, and combined and allied forces with the full spectrum of logistics, acquisition, and technical services. DLA's PSA is USD(AT&L).

## Chapter Four - Joint Personnel Readiness & Manpower Management

3. Defense Information Systems Agency (DISA): Provides, operates, and assures command and control, information-sharing capabilities, and a globally accessible enterprise information infrastructure in direct support to joint warfighters, national level leaders, and other mission and coalition partners across the full spectrum of operations. DISA's PSA is the Assistant SecDef for Networks and Information Integration.
4. Defense Intelligence Agency (DIA): First in all-source defense intelligence to prevent strategic surprise and deliver a decision advantage to warfighters, defense planners, and policymakers. DIA deploys alongside warfighters and interagency partners to defend America's national security interests. DIA's PSA is the Under SecDef for Intelligence (USD (I)).
5. Defense Threat Reduction Agency (DTRA): CSA for countering weapons of mass destruction. Provide subject matter experts on WMD who address the entire spectrum of chemical, biological, radiological, nuclear, and high yield explosive threats. Work with the Services, other elements of the U.S. government, and other countries on counter-proliferation, nonproliferation and WMD reduction issues. DTRA's PSA is USD(AT&L).
6. National Geospatial-Intelligence Agency (NGA): Provides timely, relevant, and accurate geospatial intelligence in support of national security. NGA's PSA is USD(I).
7. National Security Agency (NSA)/Central Security Service (CSS): Leads the U.S. government in cryptology that encompasses both signal intelligence (SIGINT) and information assurance (IA) products and services, and enables computer network operations (CNO) in order to gain a decision advantage for the U.S. and our allies under all circumstances. PSA is USD(I).
8. Joint Contingency Acquisition Support Office (JCASO), per reference (c), is DLA's on-call enabling capability to provide Operational Contract Support (OCS) coordination and integration during peacetime and contingency operations.

J1s should be aware of these forces/capabilities since joint enablers can be used to fill personnel requirements, can be bridging solutions until JIAs arrive to fill JMD requirements. They can also provide subject matter expertise for planning teams and working groups, and training support for J7-related activities.

## Chapter Four - Joint Personnel Readiness & Manpower Management

### U.S. Civilian Employee Policy & Procedures

#### References:

- (a) JP 1-0, Joint Personnel Support
- (b) DoDI 1400.25, Civilian Personnel Manual
- (c) CJCSI 1301.01D, JIA Procedures
- (d) DoDI 1100.22, Policy and Procedures for Determining Workforce Mix
- (e) DoDD 1404.10, DoD Civilian Expeditionary Workforce

Per references (a) through (d), SecDef and JCS have determined that planners shall ensure DoD civilian government employees are considered in every aspect of deliberate and crisis action planning, consistent with their non-combatant status. This includes evaluating the appropriate manpower mix (military, civilian government employee, and contractors) necessary to accomplish the mission, considering trade-offs in risk, cost, and capability.

Considerations must also be made when placing civilians in positions where they might be viewed as performing inherently military functions. Reference (e) is an excellent guide for understanding how DoD civilians are employed in contingency areas.

U.S. citizen civilians abroad are defined as personnel who hold a position within the U.S. government who are not members of the Uniformed Armed Forces and/or otherwise subject to U.S. labor laws while either native born or naturalized citizens of the U.S.

U.S. citizens who are contractors are normally not under the purview of the J1, though it is not uncommon to be called on to assist the contracting officer (or J4) with personnel matters that arise. (See also, **Contractors**.)

Navy HR Officers assigned to the J1 of a task force or CCMD staff should include civilian personnel considerations when participating in the staff planning process to ensure the most appropriate personnel (be it uniform service member, DoD civilians, interagency elements, or liaison officers) are obtained to achieve the Commander's intent and objectives.

*Tip: Civilian personnel, regardless of location, may still need basic support such as having timecards signed, performance plans developed, performance reviews conducted, and work or labor matters resolved. Every civilian employee will have a servicing Human Resources Office (HRO). Get to know who they are before you need them.*

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Employment of Foreign Nationals

#### References:

- (a) DoDD 1400.25, DoD Civilian Personnel Management System
- (b) DoDD 5530.3, International Agreements
- (c) DoDI 1100.22, Policies and Procedures for Determining Workforce Mix
- (d) DoDI 1400.25 DoD Civilian Personnel Management System
- (e) DoSM 3FAM 1113.7/8, DoS Foreign Affairs Manuals
- (f) DoSM 3FAM-1/2, DoS Foreign Affairs Manuals

Foreign National (FN) employees are non-U.S. citizens who are employed by the U.S. Federal government in both appropriated and non-appropriated funded positions where a U.S. government official has control over how work is executed.

FN employees are employed when activity that is inherently commercial and not inherently U.S. Governmental in nature is required. Foreign nationals may be the most cost-effective human capital available for most overseas activities.

FN labor comes in three basic forms:

1. Direct Employee. The employee is subject to U.S. Labor standards/protections, but the U.S. government can be sued in local courts.
2. Indirect Employee. The employee is supervised by U.S. officials, but is paid through the Host Nation government. U.S. government can NOT be sued in this case.
3. Contractors. (See also, **Contractors**)

A Navy HR Officer assigned to a CCMD/JTF overseas can expect to be responsible for determining when and where FN labor shall be employed and for the administration of those employees in conjunction with local HROs (or their service component equivalents).

FN labor represents challenges and opportunities that are unique to each country because the treaties that govern how FN labor may be used are negotiated on a country-by-country basis and subject to ever-changing circumstances.

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Contractors

#### References:

- (a) JP 1-0, Joint Personnel Support
- (b) JP 4-10, Operational Contract Support
- (c) DoDI 3020.41, Contractor Personnel Authorized to Accompany the Force
- (d) DoDI 1100.22, Policy and Procedures for Determining Workforce Mix

Contractors are both U.S. and Non-U.S. citizens who are hired on a defined basis to provide specific services. Contracting and acquisition laws/regulations form the basis of the relationship between the U.S. government and the personnel providing the services.

Contractors provide a wide range of services to the U.S. government that are often essential to the mission of forward deployed forces. The biggest difference between “traditional” INCONUS contractors and OCONUS contractors is the wide spectrum of potential control to which the contractor will be subject, not only in the manner that services are provided, but also the level of direct control and accountability practices to which the contractor employees are subject.

The closer a contractor service is to an “inherently government function,” particularly if is an “inherently military” function, and depending on how the contract itself is written, the more like federal employees they may be treated.

Depending on the location, Status of Forces or host-nation Memorandums of Agreement may also dictate the legal rights of contractor personnel. Importantly, U.S. military contractors operating in combat zones are now subject to the Uniform Code of Military Justice (UCMJ, Paragraph a (10) of Article 2). Congress made this change as part of the FY 2007 Military Authorization Act. Under previous law, the UCMJ only applied to contractors in combat areas during periods of war declared by Congress. This change amended the definition to include "contingency operations."

All contractors are also subject to J1-managed force accountability requirements established by combatant commanders in a given area of operations.

The J1 should be ready to provide input throughout the planning or contract development process as to where contractors should (and should not) be considered in the force mix. This includes all accountability procedures used for other personnel through the duration of the mission.

*Tip: Even if they do not administer a particular contract, the Staff J4 or Contingency Contracting Officer is a valuable resource for obtaining information on contractor personnel. Determine early on whether contractors are to be accounted for in daily musters and personnel status reporting.*

## Chapter Four - Joint Personnel Readiness & Manpower Management

### Training Responsibilities

#### References:

- (a) Title 10 United States Code, Section 153
- (b) Unified Command Plan
- (c) Forces For Unified Commands (“Forces For” Memo)
- (d) Joint Strategic Capabilities Plan (JSCP)
- (e) JP 1, Doctrine for the Armed Forces of the United States
- (f) CJCSI 1301.01, JIA Procedures
- (g) JP 1-0, Appendix G, “Joint Personnel Reception Center and Joint Personnel Training and Tracking Activities”
- (h) CJCSI 1210.01E, Joint Training for U.S. Personnel Assigned to NATO Organizations
- (i) CJCSI 3500.01, Joint Training Policy and Guidance for the Armed Forces of the United States
- (j) CJCSI 3500.02, Universal Joint Task List Policy and Guidance for the Armed Forces of the United States
- (k) CJCSM 3500.03, Joint Training Manual for the Armed Forces of United States
- (l) CJCSM 3500.04, Universal Joint Task Manual
- (m) CJCSN 3500.01, Chairman’s Joint Training Guidance
- (n) JP 3-33, Joint Task Force Operations
- (o) JP 1-0, Joint Personnel Support

Reference (a) makes the Chairman of the Joint Chiefs of Staff responsible for formulating policies for the joint training of the armed forces of the United States, and for formulating policies for coordinating the military education and training of members of the armed forces of the United States.

References (b) through (f) are the baseline documents that establish the policy and procedures in support of training responsibilities. References (g) through (n) provide direction to joint training for NATO, civilian, and military personnel.

A Joint Personnel Training and Tracking Activity (JPTTA) may be established by a geographic CCMD to facilitate the training and onward movement of both military and civilian individual augmentation (IA) when large numbers of IAs and/or replacements are expected to deploy to the theater to support a joint military operation. A JPTTA will normally be collocated with an Army replacement center. Training is based on the requirements of the supported CCMD.

The CCMD J1 is the principal agent for coordinating and integrating manpower plans and procedures for civilian support of joint operations, and for working with the J7 (Training) to ensure personnel are trained and ready for deployment.

According to reference (o), DoD civilians and Contractor Personnel Authorized to Accompany the Force (CAAF) deployed in support of a contingency will receive advance training. Geographic combatant commanders (GCC) will identify joint

## **Chapter Four - Joint Personnel Readiness & Manpower Management**

operations area (JOA)/area of responsibility (AOR) specific training required for civilian employees deploying to the operational area.

Training requirements are typically spelled out in theater reporting instructions.

With respect to JTF operations, joint personnel may not be assigned to a JTF (in a JIA billet) for the purpose of conducting training and exercises. This is specifically tied to the nature of the JTF as an operational, and normally, a temporary, organization. JTF personnel may, however, be assigned by the commander to support training evolutions directed by higher echelons.

*Tip: One of the quickest ways to become an asset to your fellow staff members is helping build their training organizations and submitting requests for additional personnel (red cell members, master scenario event list (MSEL) writers, assessors, and lessons learned recorders) through reserve or individual augmentation.*

## Joint Manpower Terms & Acronyms

Reference:

(a) JP 1-02, DoD Dictionary of Military and Associated Terms

Joint duty has its own language. Reference (a) is the comprehensive guide to DoD terms and acronyms. If you have access to a computer, terms can also be researched here: [www.dtic.mil/doctrine/dod\\_dictionary](http://www.dtic.mil/doctrine/dod_dictionary).

The following acronyms are used in this handbook:

AFPC/CPWCS - Air Force Personnel Center  
AMCITS - American citizens  
AOR - Area of Responsibility  
AOR - Area of operations  
BOG – Boots on the ground (i.e. physically deployed to the site of an operation)  
BSM – Bronze Star Medal  
CAAF – Contractor Personnel Authorized to Accompany the Force  
CAPE – Cost Assessment and Program Evaluation  
CCDR – Combatant Commander  
CCMD – Combatant Command  
CEW – Civilian Expeditionary Workforce  
CI – Civilian internees  
CIS – Comptroller Information System  
CJCS – Chairman of the Joint Chiefs of Staff  
CJOA – Combined/Joint Area of Responsibility  
CMAOC U.S. Army Casualty and Mortuary Affairs Operations Center  
COA – Course(s) of action  
COAL – Coalition  
COCOM – Combatant Command (command authority)  
COLA – Cost of living adjustment  
COM – Chief of Mission  
CON – Contractor  
CONUS – The continental (48 contiguous) United States  
CSA – Combat Support Agencies  
DCIPS – Defense Casualty Information Processing System  
DCMA – Defense Contract Management Agency  
DDSM – Defense Distinguished Service Medal  
DEPSTAT – Weekly Deployment Status Report  
DFAS – Defense Finance and Accounting Service  
DIA – Defense Intelligence Agency  
DISA – Defense Information Systems Agency  
DJS – Director, Joint Staff  
DMDC – Defense Manpower Data Center  
DMSM – Defense Meritorious Service Medal  
DSSM – Defense Superior Service Medal  
DTMO – Defense Travel Management office  
DTRA – Defense Threat Reduction Agency

## **Joint Manpower Terms & Acronyms**

DUSTWUN – Duty status, whereabouts unknown  
EAWUN – Excused absence, whereabouts unknown  
eJMAPS – Electronic Joint Manpower and Personnel System  
EML – Environmental Morale Leave  
EPW – Enemy prisoner of war  
FCC – Functional Combatant Commander  
FCC Function Combatant Commander  
FEML – Funded Environmental Morale Leave  
FN – Foreign National  
FTN – Force Tracking Number (assigned to a Request for Forces)  
FYDP – Future Years Defense Program  
GCC – Geographic Combatant Commander  
GEF – Global Employment of the Force  
GFM – Global Force Management  
GFMAP – Global Force Management Allocation Plan  
GOFO – General Officer/Flag Officer  
HRO – Human Resources Office  
HSM – Humanitarian Service Medal  
J1 (also G1/A1/N1) – The Director of Personnel, the Personnel Directorate, or the manpower function on a staff (J = joint, also G=Army/USMC, A=AirForce, N=Navy equivalent)  
J2 – Director of Intelligence or the Intelligence Directorate  
J3 – Director of Operations or the Operations Directorate  
J4 – Director of Logistics or the Logistics Directorate  
J5 – Director of Planning or the Planning Directorate  
J6 – Director of Networks/Communications, or the Networks/Communications Directorate  
J7 – Director of Joint Training, or the Joint Training Directorate  
J8 – Director of Resources (typically)  
J9 – Reserved for joint, theater-specific programs (typically)  
JCASO – Joint Contingency Acquisition Support Office  
JCSE – Joint Communications Support Element  
JDAL – Joint Duty Assignment List  
JECC – Joint Enabling Capabilities Command  
JFACC – Joint Force Air Component Commander  
JFC – Joint Force Commander  
JFLCC – Joint Force Land Component Commander  
JFMCC – Joint Force Maritime Component Commander  
JFSOCC – Joint Force Special Operations Component Commander  
JIA – Joint Individual Augmentee  
JMD – Joint Manning Document  
JMMT – Joint Military Mail Terminal  
JMP – Joint Manpower Program  
JMPA – Joint Mail Processing Activity  
JMUA – Joint Meritorious Unit Award  
JMVP – Joint Manpower Validation Process

## **Joint Manpower Terms & Acronyms**

JOA – Joint Area of Responsibility  
JOPP – Joint Operational Planning Process  
JPASE – Joint Public Affairs Support Element  
JPERSTAT – Joint Personnel Status Report  
JPME – Joint Professional Military Education  
JPSE – Joint Planning Support Element  
JPTTA – Joint Personnel Training and Tracking Activity  
JRC – Joint Reception Center  
JRSOI – Joint Reception, Staging, Onward Movement, and Integration  
JSAM – Joint Service Achievement Medal  
JSCM – Joint Service Commendation Medal  
JTD – Joint Table Of Distribution  
JTF – Joint Task Force  
JTF HQ – Joint Task Force Headquarters  
JTMD – Joint Table of Mobilized Distribution  
MFPC/MCOC – Military Personnel and Recreation, Personal and Family Readiness  
Division / Marine Corps Operations Center  
MNF – Multinational force  
MPS – Military Postal Service  
NATO CE – NATO Crisis Establishments (manpower documents)  
NATO – North Atlantic Treaty Organization  
NCE – Noncombatant evacuees  
NDS – National Defense Strategy  
NEO – Noncombatant Evacuation Operations  
NEO Noncombatant Evacuation Operations  
NEORPT – NEO Report  
NGA – National Geospatial-Intelligence Agency  
NGO – nongovernmental organization  
NMS – National Military Strategy  
NSA/CSS – National Security Agency/Central Security Service  
NTS – NEO Tracking System  
OCONUS – Out of the continental (48 contiguous) United States  
OGA – Other government agency  
OPLAN – Operations plan  
OPORD – Operations/operational order  
OPT – Operational planning team  
OSC – Office of Security Cooperation  
OSD – Office of the Secretary of Defense  
PARS – Personnel Accountability Reporting System  
PCR – Personnel Casualty Report  
PDTATAC – Per Diem, Travel and Transportation Allowance Committee  
QHDA – Qualified Hazardous Duty Area  
R&R – Rest and recuperation (leave program)  
RFF – Request for Forces  
RMD – Resource Management Decision  
RP – Retained Persons

**Joint Manpower Terms & Acronyms**

- SCRA – Service Members Civil Relief Act
- SDF – Strategic Guidance to the Force
- SDO/DATT – Senior Defense Official/Defense Attaché
- SI/VSI – Seriously/Very seriously ill (or injured)
- SLA – Special Accrual Leave
- SOFA – Status of Forces Agreement
- SOP – Standard Operating Procedures
- TLA – Transition Lodging Allowance
- UCMJ – Uniform Code of Military Justice
- USARC – U.S. Army Reserve Command
- USERRA – Uniformed Services Employment and Reemployment Rights Act
- USSOCOM – U.S. Special Operations Command
- USTRANSCOM – U.S. Transportation Command
- WMD – Weapons of Mass Destruction

Additional:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

*Changes, updates, and recommendations to this handbook are welcome any time, by providing your written comments to the current HR Community Development Board of Directors Lead.*