FM 3-50.1

Army Personnel Recovery

November 2011

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Headquarters, Department of the Army

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Army Personnel Recovery

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Preface

Field Manual (FM) 3-50.1 is the Army's doctrinal publication for personnel recovery. It presents doctrinal guidance and direction for Army personnel recovery operations and is the foundation for developing tactics and techniques, handbooks, and unit standard operating procedures. It provides operational direction for commanders, staffs, and trainers at all echelons, from company through theater army. This doctrine helps ensure all echelons of the Army organize, train, and equip to conduct personnel recovery and prevent isolation incidents. This FM supersedes and builds on the groundbreaking work of FM 3-50.1, *Army Personnel Recovery*, 10 August 2005, by articulating the importance of the commander in successful personnel recovery operations, enlarging its scope to include stability operations and defense support of civil authorities operations, and addressing unified land operations. This updated manual incorporates the doctrinal concepts in FM 1, *The Army;* ADP 3-0, *Unified Land Operations*; FM 3-07, *Stability Operations;* and FM 3-28, *Civil Support Operations*.

Army personnel recovery doctrine is consistent with joint personnel recovery doctrine, applicable Department of Defense directives (DODDs) and instructions (DODIs), Chairman of the Joint Chiefs of Staff instructions and manuals, Army policy and regulation, and federal law. It is Department of Defense (DOD) policy, established in DODD 3002.01E, to preserve the lives and well-being of individuals who are in danger of becoming, or already are, beleaguered, besieged, captured, detained, interned, or otherwise missing or evading capture while participating in activities or missions sponsored by the United States.

The target audience for FM 3-50.1 is Army commanders and staffs responsible for the planning, preparation, execution, and assessment of personnel recovery operations. This manual provides guidance for other Service commanders and staffs who command and work with Army forces. This manual is also a resource for United States government agencies and other unified action partners who seek to understand the role of the Army in safeguarding and recovering Soldiers.

This manual is organized into five chapters and three appendixes:

- Chapter 1 describes personnel recovery principles. It defines Army personnel recovery and discusses personnel recovery conducted as part of unified land operations. It explains how the Army organizes for personnel recovery, together with unified action partners. The discussion includes mission command of personnel recovery operations, personnel recovery components, and personnel recovery proficiencies.
- Chapter 2 addresses the personnel recovery responsibilities of commanders at all echelons and staffs at battalion and above. The discussion includes responsibilities as well as supporting tools for headquarters from battalion and brigade to theater army.
- Chapter 3 discusses personnel recovery considerations for offense and defense in major combat operations, including pertinent characteristics, causes of isolation incidents, and integration of personnel recovery into the operations process.
- Chapter 4 addresses personnel recovery considerations for stability operations. This includes pertinent characteristics, isolation risk and risk reduction, and coordination with partners.
- Chapter 5 describes personnel recovery considerations for defense support of civil authorities operations. It includes pertinent characteristics, capabilities, and additional guidance for commanders and staffs.
- Appendix A provides sample checklists for several important personnel recovery activities.
- Appendix B describes the reports and formats helpful in the mission command of personnel recovery operations.
- Appendix C describes personnel recovery aids.

FM 3-50.1 uses joint terms where applicable. For definitions of military terms given in the text, the term is italicized and the number of the proponent publication follows the definition. FM 3-50.1 is the proponent

publication for the Army definition of the term *personnel recovery*; this definition is boldfaced in the text and marked with an asterisk in the glossary. This term and definition will be in the next revision of FM 1-02.

FM 3-50.1 applies to the Active Army, the Army National Guard (ARNG)/Army National Guard of the United States (ARNGUS), and the United States Army Reserve (USAR) unless otherwise stated.

Headquarters, U.S. Army Training and Doctrine Command, is the proponent for this publication. The preparing agency is the Combined Arms Doctrine Directorate, U.S. Army Combined Arms Center. Send written comments and recommendations on a Department of Army Form 2028 (*Recommended Changes to Publications and Blank Forms)* to Commander, U.S. Army Combined Arms Center and Fort Leavenworth, ATTN: ATZL-MCK-D (FM 3-50.1), 300 McPherson Avenue, Fort Leavenworth, KS 66027-2337; or by email to usarmy.leavenworth.mccoe.mbx.cadd-org-mailbox@mail.mil; by phone at 913-684-2628; or submit an electronic DA Form 2028.

Acknowledgments

Chapter 1

Principles of Army Personnel Recovery Operations

This chapter defines Army personnel recovery and describes how Army forces conduct personnel recovery as part of unified land operations. Then, it introduces the organizational structures used by the Army and its military and government partners. Next, it explains mission command of Army personnel recovery operations. Finally, it outlines the Army personnel recovery components and proficiencies.

ARMY PERSONNEL RECOVERY DEFINED

1-1.   Army **personnel recovery is the sum of military, diplomatic, and civil efforts to prevent isolation incidents and to return isolated persons to safety or friendly control.** This definition makes one significant change from the 2005 edition of FM 3-50.1—it now encompasses prevention of isolation incidents.

1-2.   Preserving the life and well-being of persons working for the Army, or any Department of Defense (DOD) organization, is one of the highest priorities of the United States Government. The personnel recovery mission includes protecting Soldiers, other Service members, DOD civilians, and DOD contractors in danger of isolation while participating in any activity or mission sponsored by the United States. Army forces work together with DOD and other unified action partners to prevent the isolation of individuals and groups and to recover those that become isolated. In addition, Army forces support the recovery of other persons designated by the President or the Secretary of Defense.

1-3.   Successful personnel recovery operations apply five principles:

- Army forces conduct personnel recovery in the context of unified land operations.
- Army forces conduct personnel recovery using established organizational structures.
- Army commanders and staffs conduct personnel recovery using mission command.
- Army forces conduct personnel recovery using the integrated Army personnel recovery components.
- Army forces train the personnel recovery proficiencies to maintain readiness.

For conciseness, personnel recovery doctrine uses "isolation" to include persons becoming isolated, missing, detained, or captured.

ARMY PERSONNEL RECOVERY IN UNIFIED LAND OPERATIONS

1-4.   Unified land operations is the Army's basic warfighting doctrine and the Army's contribution to unified action. It describes how the Army the Army seizes, retains, and exploits the initiative to gain and maintain a position of relative advantage. Army forces execute unified land operations through combining the elements of decisive action: offensive, defensive, stability, and defense support of civil authorities operations. Within all of these elements, alone or in any combination, Army personnel recovery doctrine guides Army forces to adapt to conditions and successfully accomplish personnel recovery missions. This section discusses general characteristics of operational environments that forces conducting personnel recovery in the context of unified land operations must consider. (See chapter 3 for personnel recovery considerations specific to offense and defense during major combat operations. See chapter 4 for considerations for stability operations and chapter 5 for defense support of civil authorities.)

RESPONDING TO CHALLENGES IN COMPLEX AND VARIED OPERATIONAL ENVIRONMENTS

1-5.   Army forces combine offensive, defensive, and stability or defense support of civil authorities tasks in complex and varied operational environments. They conduct personnel recovery operations across a range of military operations, in combat and noncombat situations. For example, Army forces participate in long-term peacetime activities conducted under government-to-government agreements, short-term combat operations, and possibly in major combat operations under the conditions of general war. Forces conducting personnel recovery operations respond effectively to challenges despite the complexity by remaining operationally adaptive. Personnel recovery challenges include maintaining accountability and surviving isolation.

The Challenge of Maintaining Accountability

1-6.   Operational environments contain a mix of situations in which Soldiers, DOD civilians, DOD contractors authorized to accompany the force, and other designated individuals may become isolated from their unit or duty assignment. Determining personnel status is a leadership and accountability challenge. Commanders consider isolation from the perspective of the unit and from the perspective of the isolated individual (or group). Initially, the cause of the isolation may be unknown to the unit's leadership. The unit considers persons isolated when they are not accounted for.

The Challenge of Surviving Isolation

1-7.   For an isolated person, recovery is not a leadership or accountability challenge; it is a very personal matter of survival. For the individual, whether a Soldier, DOD civilian, DOD contractor, or other designated person, the situation becomes the answer to these questions:

- How do I know I am isolated?
- What do I do about it?
- How do I help with my own recovery?

1-8.   A Soldier's ability to answers these questions is an indication of personnel recovery preparedness. Unit or organization success depends on meeting the training and readiness needs of potentially isolated individuals, preparing individuals to assist in their own recovery, and structuring each personnel recovery organization for the operational environment. Forces conducting personnel recovery operations must rapidly adapt to conditions in their operational environment.

Factors that Increase Complexity

1-9.   Certain global trends shaping operational environments are particularly significant to personnel recovery operations. These include globalization, technology, and demographic changes. Economic globalization contributes to social inequities. Disenfranchised groups may destabilize a nation internally and increase friction between nations. This disenfranchisement is increasing. Similarly, the same conduits globalization creates to move goods and services rapidly between nations help move threats between nations. This trend presents a challenge to personnel recovery operations to remain prepared, even in peacetime.

1-10. The increasing pace of change in technology increases risk in personnel recovery operations. Unsecured communications can compromise a recovery operation in progress and create an additional isolation opportunity for an opponent. Increasingly, opponents can exploit technology against the joint and Army personnel recovery community. An opponent may acquire military technology or convert inexpensive civilian technology for military use.

1-11. Traditionally, doctrine categorized threats as traditional, irregular, catastrophic, disruptive, and environmental. However, the threat in any operational environment is typically a mix of groups. A hybrid threat is the diverse and dynamic combination of regular forces, irregular forces, criminal elements, or a combination of these forces and elements all unified to achieve mutually benefitting effects. Each group may use its capabilities, including technology and information activities, to engage in tactical operations with potential strategic impacts. Hybrid threats influence Army operations and the potential for isolation events.

MANAGING RISK OF ISOLATION

1-12. Army operations are inherently risky. Risk is the probability and severity of loss linked to hazards. Mission accomplishment requires Army forces to take calculated risks. There is a possibility of injury or loss in any operation in garrison or in the field. An isolation incident can result from causes such as enemy activity, accidents, weather or environmental conditions, health and sanitation circumstances, equipment malfunction, or personal behavior. (See chapter 3 for a discussion of general causes of isolation incidents.)

Levels of Readiness

1-13. Each military operation has a risk of isolation incidents. Commanders designate forces at various levels of readiness to respond to isolation incidents. The higher the risk, the higher is the level of readiness of the recovery forces. For lower levels of risk, commanders designate and train personnel recovery forces. As the level of risk of isolation escalates, the recovery forces may be on call. At higher risk levels, recovery forces stand by for employment. In situations with a high threat of isolation of friendly personnel, recovery forces may be at full-time readiness waiting for employment with equipment and the necessary sustainment.

Composite Risk Management

1-14. Composite risk management is the Army's primary decisionmaking process for identifying hazards and controlling operational risks. Composite risk management starts with planning and carries through to execution and assessment. Each decision must be suitable (it will reduce exposure to the risk), feasible (the individual or unit can do it), and acceptable (the benefit gained from its use is greater than the cost). Management of risk typically includes a mixture of three strategies—awareness, physical control, and avoidance and elimination. Commanders rigorously enforce and supervise risk reduction measures.

Awareness

1-15. Awareness is the single most important aspect of personnel recovery readiness. Sensitizing the commander, staff, subordinate officer and noncommissioned officer leaders, the individual Soldiers, and other designated individuals on the dangers involved in Army operations creates an understanding of the situation and reduces exposure to unnecessary risk of isolation.

Physical Control

1-16. Virtual or physical barriers separate Soldiers from potential natural or manmade risks. Graphic control measures, signs, barriers, guards, alerts over communications systems, and special oversight by leaders can prevent an individual or group from entering a high-risk environment.

Avoidance and Elimination

1-17. Once made aware of the risk, the individual or group can keep away from the hazard. Additionally, most risks are not permanent. The enemy can be defeated or withdraw, the hazardous areas can be decontaminated, or the weather can improve. These activities reduce the risk of isolation.

PERSONNEL RECOVERY ORGANIZATIONAL STRUCTURES

1-18. Army forces conduct operations as part of the joint force and together with Service and government partners. The joint force cooperates and coordinates with unified action partners. Army forces use established organizational structures, coordinated with joint, Army, other Service, and United States government entities. Each Service has its own personnel recovery policy, doctrine, equipment, education and training. This section gives an overview of organizational structures for personnel recovery. (See JP 3-50 for a detailed discussion of personnel recovery organizational structures.)

JOINT PERSONNEL RECOVERY ORGANIZATIONAL STRUCTURE

1-19. DODD 3002.1E assigns DOD responsibilities for personnel recovery. It identifies the Under Secretary of Defense for Policy as responsible for development of national personnel recovery policy, strategy, and operational oversight, through the Deputy Under Secretary of Defense for Policy Integration and Chief of Staff and the Deputy Assistant Secretary of Defense for Prisoner of War/Missing Personnel Affairs. The Chairman of the Joint Chiefs of Staff is the DOD executive agent for personnel recovery (other than policy). The Joint Personnel Recovery Agency (JPRA) is the office of primary responsibility. The JPRA is a Chairman's controlled activity, aligned under the Joint Staff Directorate for Joint Force Development (J-7). The JPRA provides guidance, develops and conducts training, provides support to deployed forces, collects lessons learned, and supports policy and doctrine development. The JPRA supports operational implementation of joint personnel recovery policy. The Air Force supports JPRA as its executive agent.

1-20. Combatant commanders are responsible for planning and executing personnel recovery in their area of responsibility. Figure 1-1 depicts the personnel recovery architecture in a combatant command organized by function.
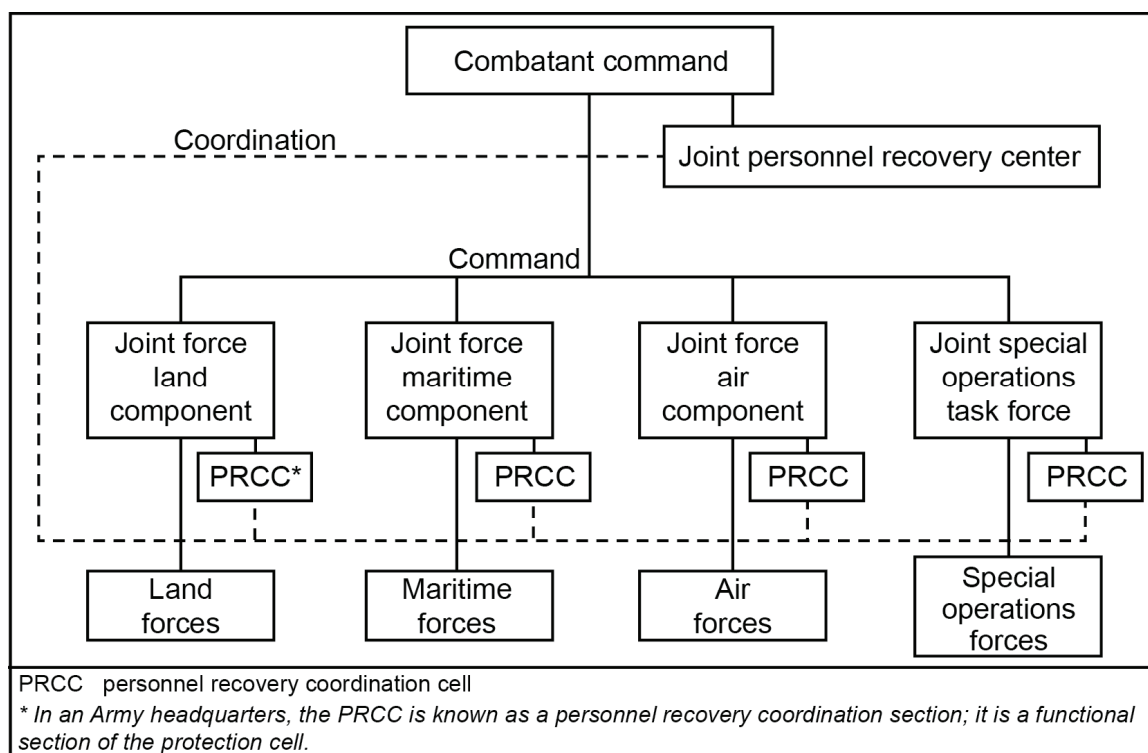
Figure 1-1. Personnel recovery organization at the joint force level

Joint Personnel Recovery Center

1-21. Each combatant commander establishes a joint personnel recovery center (JPRC). The JPRC plans, monitors, and coordinates personnel recovery for the command. It coordinates with joint and service component staffs, DOD agencies, and other United States government agencies and unified action partners to accomplish its mission. The center's composition varies. A JPRC is typically composed of senior leadership (director and deputy), shift duty officers and noncommissioned officers, subject matter experts in related disciplines, and liaison to and from external organizations. The JPRC serves as the joint force commander's primary coordination center for assistance to another nations or appropriate civil entities. JP 3-50 details the responsibilities of the JPRC.

Joint Personnel Recovery Coordination Cells

1-22. At the service component level, personnel recovery coordination cells implement guidance from higher headquarters. Army doctrine identifies the Army service component personnel recovery organization as a section (rather than a cell).

ARMY ORGANIZATIONAL STRUCTURE

1-23. Army headquarters above brigade are scalable, stand-alone entities. The Army's division, corps, and theater army headquarters exercise mission command for any combination of modular brigades and smaller forces. The Army organizes its headquarters at echelons above brigade as functional cells; integrating cells; coordinating, special, and personal staff elements; and boards, working groups and meetings. Figure 1-2 graphically portrays the layout and the interaction of these elements. The personnel recovery coordination section is a staff element at echelons above brigade. The personnel recovery section is part of the protection functional cell. The director of the personnel recovery coordination section may be designated a personal staff officer if the threat of isolation is such that a personal relationship is required. There are staff personnel recovery responsibilities associated with each of the Army warfighting functions. Chapter 2 describes the responsibilities of the Army personnel recovery section.
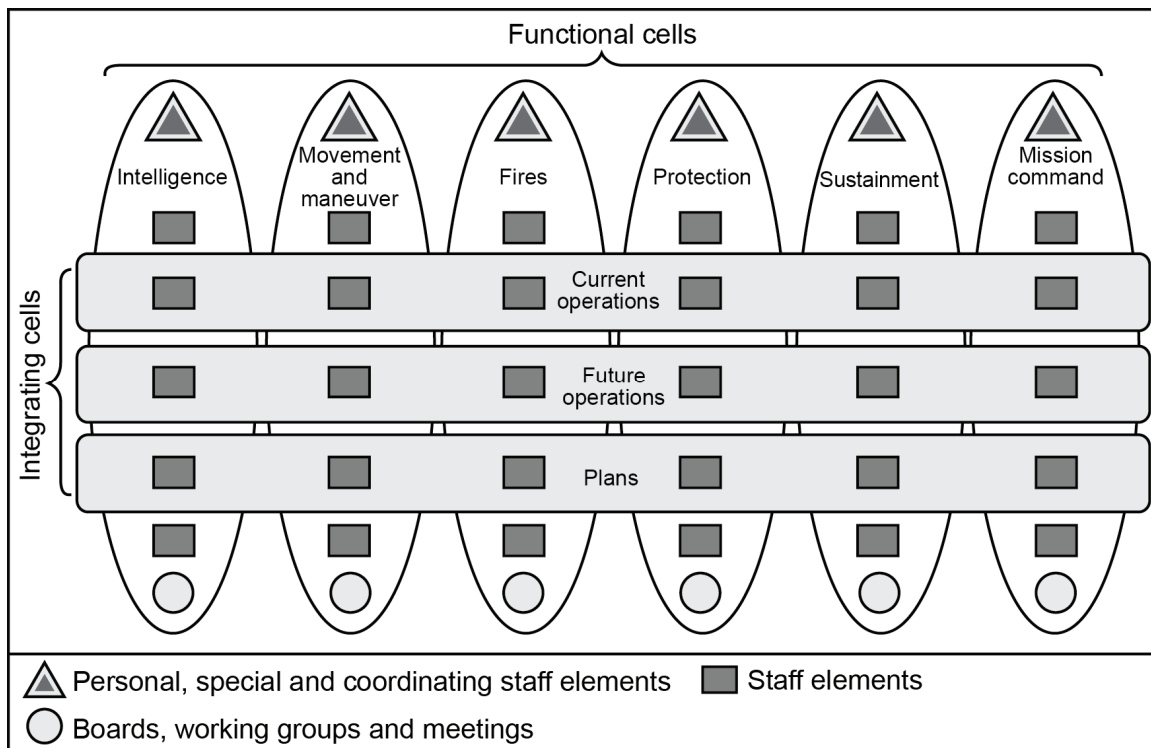
Figure 1-2. Scalable Army headquarters organization

OTHER SERVICE ORGANIZATIONAL STRUCTURES

1-24. DOD policy directs the Services to develop a personnel recovery capability. The Navy, Marine Corps, and the Air Force have long familiarity with personnel recovery because the nature of their operations often requires them to recover the crews of ships and aircraft. Service doctrine and practice are applicable for permissive environments, resulting from accidents or disaster, and nonpermissive environments in combat or unfriendly situations. The joint force commander can task subordinates with personnel recovery missions. All service components staff, equip, and train personnel recovery sections or cells for 24-hour operations.

The Navy

1-25. The Navy conducts personnel recovery operations in support of its surface, subsurface, and air assets. Navy search and rescue doctrine discusses permissive and nonpermissive actions. The Navy deploys dedicated search and rescue units to respond to accidental and combat situations. Specialized vessels, aircraft, equipment, and personnel provide round-the-clock personnel recovery capability to the fleet. Aviation safety, maritime safety, and medical activities support these specialized personnel recovery activities. (See NTTP 3-50.1 and appendix C of JP 3-50 for detailed information on Navy personnel recovery.)

The Marine Corps

1-26. Marine personnel recovery operations follow a "tactical recovery of aircraft and personnel" (TRAP) concept. The Marine Corps does not dedicate personnel recovery assets but trains and exercises all appropriate units for TRAP missions. TRAP operations range from single aircraft missions to a task force with fixed- and rotary-wing aircraft, security elements, ground search capability, and medical support. The Marine air-ground task force operates much like Army tactical-level units for personnel isolated in ground operations. A Marine expeditionary unit is the standard forward-deployed Marine expeditionary organization. Marine expeditionary units have special operations capabilities. (See appendix D of JP 3-50 for a discussion of Marine Corps personnel recovery.)

The Air Force

1-27. Air Force considers combat search and rescue a primary task. The Air Force equips and trains dedicated forces for personnel recovery, organized under the numbered air forces. Combat search and rescue personnel train and exercise for personnel recovery in permissive and nonpermissive environments. Combat search and rescue units assist local, state, and other governmental bodies in civil search and rescue. All components of the Air Force—Regular Air Force, Air Force Reserve, and Air National Guard—have rescue squadrons. Configured for global response, they are generally self-deployable or capable of movement in tactical and strategic airlift assets with necessary communications and life support. Primarily focused on the recovery of downed aircrews, Air Force personnel recovery assets also have the capability to recover partners. (See AFDD 3-50 [formerly 2-1.6] and appendix F of JP 3-50 for details on Air Force personnel recovery operations.)

SPECIAL OPERATIONS FORCES

1-28. Special operations forces sometimes conduct tactical missions with the potential for strategic impact. Special operations forces extend the capabilities of conventional forces to recover isolated persons located at extended ranges, in environments difficult for conventional forces to reach, or enabling the special operations forces to capitalize on contacts with indigenous groups. The special operations forces in a combatant command typically include forces forward deployed and trained to conduct urgent hostage rescue missions. Special operations forces operate under their own chain of command but interface with conventional forces when required, including operating under operational control or tactical control of conventional force commanders for missions related to personnel recovery. Special operations forces conduct nonconventional assisted personnel recovery operations, in cooperation with conventional forces, or with indigenous or surrogate forces.

1-29. An unconventional assisted recovery coordination cell is an entity of the special operations component of the joint force. Typically located within the joint special operations task force or the joint force special operations command, the unconventional assisted recovery coordination cell is responsible for planning, coordinating, and monitoring personnel recovery activities of unconventional forces, including unified action partners. This cell coordinates with the JPRC, the service component personnel recovery coordination cells, and lower echelon command and staff entities as needed. (See appendix G of JP 3-50 for more information.)

MULTINATIONAL PARTNERS

1-30. When cooperating with multinational partners, the level of preparedness and the formal personnel recovery structure vary depending on the nature of the relationships. Whether in a permanent formal alliance such as the North Atlantic Treaty Organization (NATO) or an ad hoc multinational coalition such as during Operation Iraqi Freedom, each situation's requirements for personnel recovery planning, preparation, execution, and assessment differ.

1-31. The armed forces of many nations have robust personnel recovery capabilities, and Army forces coordinate with them to take advantage of partner capabilities. This provides the joint or Army commander more options to meet personnel recovery requirements. However, liaison with multinational partners adds complexity. Through planning and coordination, the personnel recovery coordination section strives to overcome differences in language, equipment, procedures, and rules of engagement, while still maintaining security. The unit commanders and staffs must decide whether to maintain a robust team at the remote location or keep the expertise at the mission command facility.

UNITED STATES GOVERNMENT PARTNERS

1-32. Personnel recovery is the responsibility of the host nation. If the host nation is unwilling or incapable of recovering isolated persons or groups, Department of State (DOS) is responsible for recovery operations except when a geographic combatant command or joint task force has specific responsibility for an operational area. In that case, personnel recovery operations are the responsibility of the combatant commander in coordination with DOS. For all other incidents—including members of the United States Armed Forces serving in a host nation and not under the command of the combatant commander—personnel recovery is the responsibility of DOS.

Department of State

1-33. In a nation with a United States diplomatic entity (embassy, consulate, mission, or special interest section), the chief of mission—usually an ambassador—conducts personnel recovery. Within the U.S. embassy, the regional security officer, diplomatic security service, defense attaché, and other government representatives work together under the supervision of the chief of mission. They develop the protocols within the embassy and with local law enforcement and security services to expedite rapid response to isolation incidents. Personnel recovery is a part of the embassy emergency action plan. The chief of mission leverages the formal and informal connections within the host nation to achieve situational awareness. Directed from the embassy command center, the emergency action plan provides information on contact with local governmental agencies and lists the permanent, semi-permanent, and temporary U.S. government assets available within the host nation to respond to an isolation incident. As it executes its emergency action plan, the embassy considers host-nation laws, local and international agreements, and the territorial sovereignty of the nation.

1-34. Chapter 4 provides a detailed discussion of the DOS personnel recovery responsibilities. The discussion includes DOS interaction with DOD and the geographic combatant commander.

Other United States Government Partners

1-35. The U.S. embassy or diplomatic mission serves as a base of operations for many governmental organizations not a part of DOS. Partners typically represented at an embassy include the Agency for International Development, the Department of Agriculture, the Central Intelligence Agency, the Department of Commerce, DOD, the Drug Enforcement Administration, the Federal Bureau of Investigation, the Department of Homeland Security, the Department of the Treasury, and the Federal Aviation Administration. The list varies depending on the situation and the requirement to project United States government interests. These representatives provide additional capabilities to address isolation incidents and more potential targets to protect. Diplomatic personnel and others encounter elevated risk if they work at remote locations. The embassy's emergency action plan contains a personnel recovery annex.

MISSION COMMAND OF ARMY PERSONNEL RECOVERY OPERATIONS

1-36. Mission command is the exercise of authority and direction by the commander using mission orders to enable disciplined initiative within the commander's intent and empower agile and adaptive leaders. It is commander-led and blends the art of command and the science of control to integrate the warfighting functions to accomplish the mission. Commanders and staffs conduct personnel recovery using the principles of mission command. (Refer to FM 6-0 for more information about mission command.)

1-37. Commanders develop three interrelated categories of information to exercise mission command of personnel recovery: personnel recovery guidance, isolated Soldier guidance, and evasion plan of action. In personnel recovery operations, the intent of guidance at any level of command is to communicate how organizations or individuals should act in the absence of specific instructions. Army organizations conduct recovery operations are bound to consider professional, moral, legal, and practical obligations. Commanders use their guidance to link the joint force commander through theater army and down to the lowest tactical echelon. Their guidance reflects the degree of risk of isolation. Higher-level guidance typically directs the force to plan for personnel recovery operations. At lower echelons, the isolated Soldier guidance normally consists of directions to carry certain equipment, such as personal locator beacons and survival radios, or to learn the location of rally points, safe recovery zones, or communications frequencies.

1-38. Joint and Army execution documents communicate personnel recovery guidance and isolated Soldier guidance to uniformed Servicemembers. Personnel recovery guidance, isolated Soldier guidance, and evasion plan of action are also for civilians and contractors. Because the isolated person may include DOD civilians, and DOD contractors authorized to accompany the force, Army leaders and staff must develop a communications program to inform these individuals. Civilian and contractor members of Army organizations need the guidance necessary for their safety, especially the isolated Soldier guidance that enables them to contribute to prevention, preparation, and self-recovery if they become isolated. When dealing with local national or third-country national contractors, culture and language complicates this process.

PERSONNEL RECOVERY GUIDANCE

1-39. Higher-level commands reinforce policy and doctrine, including the definition of personnel recovery, the designation of isolated persons, and the requirement for staffing and coordination. Leaders develop and include personnel recovery guidance in execution documents and modify it to fit the audience. These documents include operation plans, operation orders, fragmentary orders, branches, sequels, and standard operating procedures.

1-40. Below the combatant command level, the personnel recovery guidance—
- Communicates the commander's concept of operations for personnel recovery.
- Establishes personnel recovery command, support, and liaison relationships.
- Specifies subordinate commanders' personnel recovery responsibilities.
- Discusses the prevention initiatives required to prepare the force.
- Establishes isolation criteria.
- Establishes personnel recovery coordination sections, if not already established at field army, corps, and division headquarters.
- Designates units to execute personnel recovery operations.
- Delegates authority to execute recovery operations.
- Incorporates personnel recovery activities in unit standing operating procedures.
- Includes personnel recovery in operation plans and orders.

1-41. There is no fixed format for personnel recovery guidance; it is contained in various parts of the order, including the base order, and appropriate annexes, appendixes, tabs, and exhibits. Those reading the order must extract the information necessary to execute their responsibilities. Most of the information on personnel recovery appears in Appendix 2 (Personnel Recovery) of Annex E (Protection) of a plan or order. Commanders classify personnel recovery guidance, if necessary.

ISOLATED SOLDIER GUIDANCE

1-42. Commanders translate the personnel recovery guidance into recommendations usually known as isolated Soldier guidance. Isolated Soldier guidance focuses on awareness, accountability, and rapid reporting of isolation incidents. Isolated Soldier guidance anticipates the potential situation. As with personnel recovery guidance, there is no set format. At the brigade level, where there are no dedicated personnel recovery staff officers and noncommissioned officers, the guidance is a part of the general protection guidance relayed to unit members. Higher echelon headquarters may identify personnel recovery guidance. At small-unit level, it is a normally part of troop leading procedures.

1-43. Isolated Soldier guidance is a not a fixed set of rules. The commander gives guidance for developing isolated Soldier guidance during initial planning. Tactical commanders establish isolated Soldier guidance for operations in any area with a risk of isolation. Effective guidance addresses the challenges of isolation within unit's area of operations. It is concrete enough for Soldiers to implement. Isolated Soldier guidance applies to the entire command because the uncertainty and complexity of military operations expose everyone to risk of isolation, regardless of rank.

Awareness

1-44. Soldiers need objective means to determine if they or members of their unit have become isolated. Therefore, isolated Soldier guidance includes criteria that define isolation in a given situation. Commanders set isolation criteria based on the command's personnel recovery guidance, which they refine for use at the appropriate level. The criteria comprise a short list of factors specific to the situation. Commanders ensure isolation criteria are concise, direct, and easy to interpret. Fewer criteria are more easily remembered under stress.

1-45. Isolation criteria are simpler to define for air and vehicle crews forced to divert from their assigned missions by enemy action or mechanical malfunction. Isolation criteria are more complex for ground operations, where separation from friendly forces and contact with the enemy are often a duty requirement.

1-46. Individuals determine if they or members of their unit have become isolated by analyzing the situation against isolation criteria established by their commander. Based on the commander's isolation criteria, Soldiers or other covered individuals implement isolated Soldier guidance. Examples of isolation criteria include the absence of nearby friendly forces or the inability to communicate with expected organizations. Other examples include—

- No communication with their unit or higher headquarters, by any means, for the time specified in the isolated Soldier guidance.
- No contact with fellow unit members for the time specified in the isolated Soldier guidance.
- A forced or precautionary aircraft landing in hostile territory.
- A ground vehicle becoming separated from the rest of the convoy under observation in hostile territory.
- An encounter with unexpected enemy, hostile, or criminal forces.

Accountability

1-47. Commanders' personnel recovery guidance emphasizes the priority of maintaining accountability and recommends appropriate procedures and tools. Commanders require frequent, standardized reporting using formats such as the *Personnel Status Report (PERSTAT),* per FM 6-99.2. When appropriate, they use technical applications for monitoring, such as Blue Force Tracking. In this way, they obtain passive feedback on the location of individuals on air and ground vehicles. Using such applications also helps commanders monitor the risk of isolation. However, top-down monitoring does not relieve individuals of responsibility for their own protection and awareness of their situation.

Rapid Reporting

1-48. Closely related to accountability is rapid reporting of isolation incidents. Isolated Soldier guidance addresses how isolated persons will attempt to contact their unit—or recovery forces—and how units will report isolation incidents to their command. Topics related to reporting include use of ground-to-air and ground-to-ground signals. The signals component of isolated Soldier guidance typically addresses the use of radios, distress beacons, and other electronic devices. Isolated Soldier guidance may specify visual signals. To facilitate accurate reporting of isolation incidents, isolated Soldier guidance may prescribe specific items of equipment Soldiers will possess, such as maps of the area of operations. If Soldiers are to carry distress beacons, the isolated Soldier guidance directs when to activate them. In the field, a low-tech solution is frequently just as effective as electronics. Visual signals such as flares, signal lights (strobe lights, chemical light sticks, and flashlights), colored panels, glint tape, reflective mirrors, signal fires, and the use of natural materials (stones, snow, or vegetation, depending on the terrain and weather) augment electronic signal means. (See appendix B for examples of common signaling devices.)

Actions to Take When Isolated

1-49. Soldiers identify their situation as an isolation incident based on the isolation criteria in the isolated Soldier guidance. When the criteria are met, they implement the actions recommended. Isolated Soldier guidance normally requires isolated persons to try to return to friendly forces unassisted, even if the situation and conditions on the ground require a deviation from the isolated Soldier guidance. Isolated persons must attempt to inform friendly forces of their situation and of any departure from the isolated Soldier guidance or unit operating procedures.

1-50. Commanders analyze their operational environment, anticipate the isolation risk, and recommend actions most likely to be effective. In their guidance, they provide straightforward instructions, such as to—

- Stay with the vehicle until dark, unless discovered by enemy, hostile or criminal forces.

- If forced to leave the vehicle by enemy pressure, move south along the river valley toward friendly forces.

- Avoid populated areas to the west of the main highway.

- When possible, move toward the rally point in the woods, to the east of the intersection of Highways 1 and 9.

- Activate the distress beacon when in a covered and concealed location.

- Be prepared to authenticate identity by use of the daily password and countersign.

1-51. Becoming isolated poses psychological challenges that isolated Soldier guidance can mitigate. Knowing the isolated Soldier guidance helps Soldiers feel more confident in difficult situations because they already have a plan. They know their unit and their command have a structure in place for conducting personnel recovery operations. In addition, commanders encourage Soldiers to draw on their education and training to reduce the psychological challenges. Many of the initial actions taken by an isolated person are embodied in the Warrior Ethos and the Soldier combat skills, initially taught in basic combat training and advanced individual training (see FM 3-21.75). Soldiers apply basic Soldier skills of cover, concealment, and camouflage; movement; land navigation; first aid; marksmanship; communications; survival, evasion, resistance, and escape; and chemical, biological, radiological, nuclear and high-yield explosives (CBRNE) response procedures. Soldiers and other designated individuals know that, should they become isolated, there are actions they can take and a robust system in place that will operate to recover them.

Link-up Procedures

1-52. Thorough understanding of isolated Soldier guidance by the isolated person and the recovery force ensures reciprocal understanding of link-up procedures. This is especially significant when the isolated person and the recovery force are not from the same unit. Procedures for link-up are best predetermined, understood by potentially isolated persons, and simple to execute. Where practical, the link-up procedures should be similar to the signals used for recognition and operational security in normal combat operations.

This part of the isolated Soldier guidance can be as detailed as is practicable, but at a minimum, it defines near and far recognition signals, those actions isolated personnel will take to identify themselves to the recovery force. Additionally, the isolated Soldier guidance should direct Soldiers to abide by all instructions given by recovery forces.

EVASION PLAN OF ACTION

1-53. Unit commanders determine if units or individuals executing combat missions will prepare an evasion plan of action before the mission. Typically, evasion plans of action contain specific instructions developed for short-term operations by aviators, special operations forces, and ad hoc groupings such as ground convoys, combat outposts or civil affairs assistance teams. Units or individuals develop an evasion plan of action when the risk of isolation is elevated. They prepare a new evasion plan of action for each new mission or when conditions change.

1-54. Units forward evasion plans of action up the chain of command. The goal is to improve the probability of recovering isolated persons by giving recovery forces information about their mission and their intentions in case of isolation. This permits the recovery force to predict the action and movement of isolated persons on the ground. An individual, a crew, a convoy commander, or a surveillance and reconnaissance mission commander might complete and brief an evasion plan of action during mission planning. The unit retains a copy as a reference for possible personnel recovery activities. The commander classifies evasion plans of action at the same level as the operation plan, operation order, or fragmentary order for the mission they support. The more complete, accurate, and up-to-date the information is, the better the chances for successful recovery.

1-55. Source documents providing information for the evasion plan of action include the current air tasking order and the personnel recovery special instructions that complement the air tasking order for aviation personnel. For both aviators and ground forces, the personnel recovery part of the unit standard operating procedures and the content of the execution document give necessary information. Annex B of this manual has an example of an evasion plan of action.

ARMY PERSONNEL RECOVERY COMPONENTS

1-56. Army forces conduct personnel recovery using the integrated Army personnel recovery components. Figure 1-2 depicts four general components for personnel recovery: focal groups, options, tasks, and military methods of recovery.
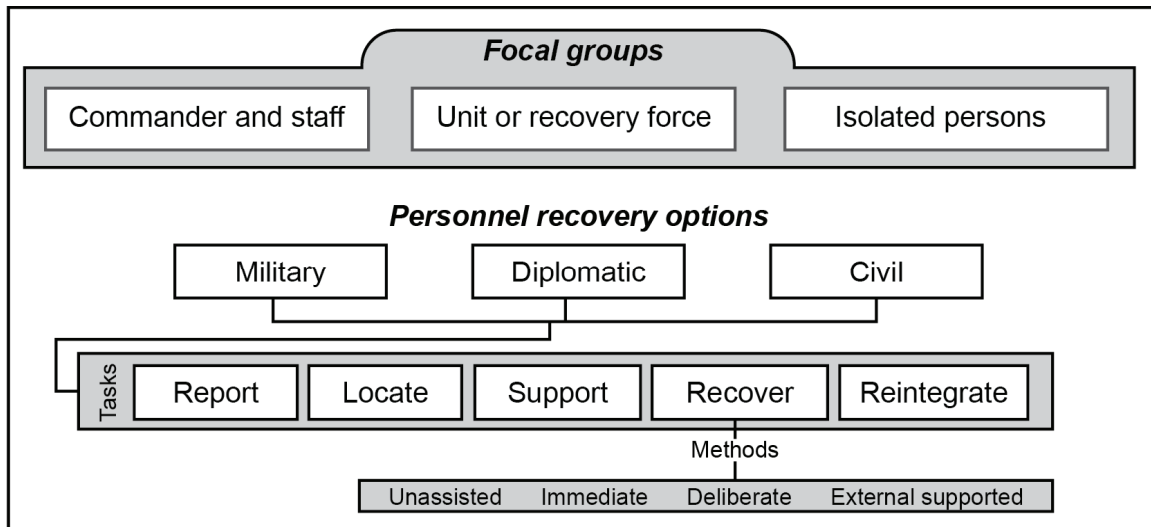

Figure 1-2. Army personnel recovery components

PERSONNEL RECOVERY FOCAL GROUPS

1-57. The three entities most concerned with applying personnel recovery doctrinal principles at the operational level and tactics, techniques, and procedures at the tactical level are the personnel recovery focal groups. Together, they integrate activities using the personnel recovery components to accomplish missions. The focal groups are the commander and staff, units and recovery forces, and isolated persons.

Commander and Staff

1-58. Leadership and accountability are essential for effective personnel recovery. Leaders at every echelon, from company and below, through battalion and brigade, to echelon above brigade are responsible for the conduct of operations, including personnel recovery. At every echelon, the commander and staff, as a personnel recovery focal group, integrate and coordinate several functions that affect all the personnel recovery components.

Develop and Disseminate the General Personnel Recovery Guidance

1-59. Commanders publish general personnel recovery guidance and periodically revise it as conditions change. Subordinate leaders build and develop their personnel recovery guidance based on that of the higher headquarters.

Produce Isolated Soldier Guidance Based on the Personnel Recovery Guidance

1-60. Isolated Soldier guidance is more developed and refined than the commander's personnel recovery guidance. It may exist for an area of operations, but leaders at all echelons tailor the isolated Soldier guidance for each specific mission within the area of operations.

Maintain Personnel Accountability at all Times

1-61. Accurate accountability and reporting narrow the focus of search operations and save time and resources. Success of personnel recovery operations generally depends on how rapidly a recovery force can respond. Constant and redundant communications are important in maintaining accountability.

Identify and Provide Guidance and Tasks to the Recovery Force

1-62. The recovery force may be designated in the execution document and given a personnel recovery mission (the force will execute at a set time) or an on-order mission (the force will execute at a time to be determined.) Commanders sometimes give a be-prepared mission to a designated recovery force. A unit with a be-prepared mission trains, obtains resources, and remains ready to execute the mission. All three instances require guidance and preparation.

Exercise of Mission Command of Personnel Recovery Tasks

1-63. Commanders—supported by their staffs—exercise mission command of the personnel recovery tasks: report, locate, support, recover, and reintegrate. This means that they are familiar with the tasks and have adequately resourced the staff to control operations, including necessary staff members, procedures, equipment, and information management systems.

Units and Recovery Forces

1-64. The immediate or deliberate recovery of isolated Soldiers or others is normally the responsibility of the person's unit of assignment as designated in the operation plan or operation order. Units generally execute an immediate recovery of any isolated unit member, when practical. This is especially important for isolation caused by enemy action where the friendly force can conduct the recovery before the enemy is aware of the isolation. If an immediate recovery is not possible, the unit or another designated recovery force may conduct a directed recovery mission. The unit or other designated recovery force, as a personnel recovery focal group, integrates several responsibilities within the personnel recovery components.

Receive the Mission and Conduct the Operations Process

1-65. As time is critical in personnel recovery, this may be an abbreviated process based on guidance from higher headquarters where mission analysis leads to a rapid (or directed) course of action development, course of action analysis and approval, and production of the order.

Execute the Order

1-66. Execution includes an update on the friendly and enemy situation or environmental hazard, marshalling the required resources such as intelligence, fires, sustainment, mission command, and protection, and maneuvering to the location of the isolated person. The recovery force may have to fight for the recovery and must be prepared for combat. In the case of isolation by an environmental hazard, such as a chemical spill or biological contamination, the force must prepare for contingencies, including the need for decontamination, lifesaving medical treatment, or a tactical delay.

Deliver the Isolated Person or Group to Reintegration

1-67. Reintegration activities must follow successful recovery of the isolated person or group. Depending on the circumstances and how long a recovered person was isolated or in the control of the enemy, reintegration may be a short local activity requiring little advanced planning or a long and involved process.

Isolated Persons

1-68. The primary task of isolated persons—as a personnel recovery focal group within the integrated personnel recovery components—is to try to regain contact with friendly forces as soon as possible. When all three personnel recovery focal groups base their actions on the isolated Soldier guidance, they facilitate the coordination and synchronization of recovery efforts. Adherence to isolated Soldier guidance provides some predictability to the isolated person or group that their action will be more easily monitored, thus making recovery more certain.

PERSONNEL RECOVERY OPTIONS

1-69. Joint personnel recovery doctrine describes three personnel recovery options: military, diplomatic, and civil. Commanders do not select one to the exclusion of the others but use the options alone or in combination according to the situation.

Military Option

1-70. In most cases, a unit conducts a recovery making full use of the in-place personnel recovery capabilities and the designated recovery forces. Army commanders consider four general approaches (sometimes referred to as methods) to conduct personnel recovery: unassisted, immediate, deliberate, or external supported.

Unassisted Recovery

1-71. The preferred method of Army personnel recovery is for the isolated person or group to return to friendly control without a formal recovery operation. Unassisted recovery is encouraged by command personnel recovery guidance and associated isolated Soldier guidance. Isolated personnel may have the most complete knowledge of their situation and use individual Soldier skills to evade enemy forces, awaiting the right time to return to friendly control. An unassisted recovery is dependent on the condition of the Soldiers and the situation at the location where they are isolated. A wounded, injured, exhausted, disoriented Soldier, one endangered by enemy forces, or one without the proper equipment, may be unable to self-recover. If possible, isolated individuals communicate if they are unable to conduct unassisted recovery to alert the responsible command to begin the planning for an immediate, deliberate, or external supported recovery.

Immediate Recovery

1-72. An isolated person's unit is often in the best position to receive the report, locate the person, and execute recovery. Unit leadership knows the mission and Soldiers' tasks and therefore has the best idea of their whereabouts. The objective of immediate recovery is to locate isolated persons, keep them under direct observation of friendly forces, and recover them before the enemy understands the situation. Immediate recovery assumes that the tactical situation permits a recovery with the forces at hand, and those forces have a clear enough understanding of the situation to accomplish the mission. It also assumes that successful recovery occurs without excessive casualties to the recovery force, without unduly imperiling the isolated person, and without endangering the unit's overall mission.

Deliberate Recovery

1-73. Deliberate personnel recovery is appropriate when an immediate recovery was unsuccessful or not attempted due to a low probability of success. Such a situation can arise when the enemy has a preponderance of combat power or when environmental conditions such as weather, contamination, or flooding prevent immediate recovery operations. Commanders conduct deliberate personnel recovery like any other deliberate operation, using the military decisionmaking process and appropriate preparation. The operation can be a mission specifically to recover an isolated person or a specified or implied task in another mission.

External Supported Recovery

1-74. When a recovery mission exceeds the capabilities of Army forces, they may request external support from Service, joint, or multinational forces. When Army forces assist outside entities in personnel recovery, it is external support. In addition to direct military support, host-nation security forces (military, paramilitary, and national police), and multinational forces often support recovery operations. This external support can include direct participation in the recovery mission or indirect support. Examples of indirect support are command and control; intelligence; surveillance and reconnaissance; air, ground, and water transport; medical evacuation and medical treatment facilities; fires; protection; and communications. At echelons above brigade, the command's personnel recovery coordination section coordinates external support with its appropriate counterparts. To facilitate the external support entity's activities, Army headquarters and forces provide necessary information, which may include information entered on DD Form 1833, *Isolated Personnel Report (ISOPREP),* through the Army's *PRO-File* data entry system and isolated Soldier guidance. (See chapter 5 of JP 3-50 for more information about ISOPREP data for authentication.) The command and support relationships for external support are normally coordinated and agreed upon during mission planning. Some external support capabilities may be under the operational control of senior echelon Army headquarters. The command relationship may also be tactical control where the recovery force gets the benefit of the support, but the unit remains under the command of its organization.

Diplomatic Option

1-75. DOS has the lead for personnel recovery for military forces not directly under the command of a geographic combatant commander. Following the DOS lead, U.S. forces provide support. DOS and other United States government agencies associated with the mission are likely to have the resources and host-nation contacts to support recovery operations. This is especially true when diplomatic options require knowledge of host-nation laws and agreements or internationally recognized territorial sovereignty. Modes of cooperation can be formal or informal.

1-76. Direct government-to-government cooperation is most often used when there are formal diplomatic relations between the United States and the host nation. Whether the isolation is the result of hostile action, an accident, or environmental conditions, the host government willingly assists in the recovery activities, or at a minimum, permit U.S. recovery forces ground and water access or over-flight rights to its sovereign territory. Direct government-to-government support involving several governments complicates the recovery effort.

1-77. Certain situations require an indirect approach. Coordination sometimes occurs through clandestine contacts by U.S. embassy personnel in the host country or by meetings between envoys of affected countries in other locations. The result of such contacts may be full and open support to recovery efforts or permission to conduct the operations—including negotiations for release—without attracting public notice.

1-78. In situations when the United States Government has no direct diplomatic relations with a nation-state, or it appears more advantageous for both parties to have no direct contact, third parties may act as surrogates. These individuals act as diplomatic go-betweens for the United States and the nations involved.

Civil Option

1-79. Members of civil society sometimes facilitate the recovery of isolated persons. Occasionally, the United States Government requests the assistance of partners such as the United Nations, International Committee of the Red Cross, or the Organization of American States. In many locations, organizations such as these have built trust with local, regional, and national governments. Occasionally, members of partner organizations assume the responsibility to secure the release of an isolated person or group without the request or sanction of the United States or host-nation governments. Influential private citizens, such as distinguished individuals from the host nation or the region sometimes are asked, or volunteer, to facilitate personnel recovery. Distinguished members of the international community, such as Nobel Prize laureates, revered religious figures, or well-known retired politicians or military members sometimes become involved. The decision to accept support from such partners usually lies beyond the responsibility of the geographic combatant commander. Commanders infrequently seek to use the civil option during combat operations, where an immediate response to isolation is the preferred course of action.

PERSONNEL RECOVERY TASKS

1-80. Army doctrine reinforces the personnel recovery tasks established in joint doctrine. The tasks are integrated with the Army core competencies—combined arms maneuver and wide area security. Through these core competencies, Army forces balance the application of the elements of combat power within tactical actions and tasks associated with offensive, defensive, stability, or defense support of civil authorities operations. (ADP 3-0 discusses combined arms maneuver and wide area security.) Within this context, the personnel recovery tasks—report, locate, support, recover, and reintegrate—provide a standard framework for organizing the complex actions involved in executing Army personnel recovery. Paragraphs 1-81 to 1-96 discuss the personnel recovery tasks in more detail.

Report

1-81. DODI 1300.18 directs that the unit, detachment, or command report any isolation incident to the chain of command within twelve hours of knowing a person or group has become isolated. Units use standard report formats, discussed in appendix B. Reports of significant incidents augment the situation report or the daily operations report.

1-82. Isolation incidents are significant; a prompt report allows the command and its higher headquarters to assess the situation and marshal the necessary support. However, knowing that persons have become isolated—especially DOD civilians and contractors—sometimes is challenging. For example, they may be part of a convoy composed solely of local nationals and third-country nationals with little or no communications capability. Commanders emphasize the importance of personnel accountability through prompt and accurate reporting.

1-83. In a joint operations area, the theater army headquarters normally expects a status report such as dead, captured, hostage, missing, or whereabouts unknown within four hours in the approved casualty report format. At each echelon above brigade Army headquarters, the commanders expect an immediate report in a standard format. In an area with a high risk of isolation, the commander may direct subordinate organizations to report probable isolation incidents, even though the opportunity for a false positive is high. Expending command resources to find someone who is not actually isolated may seem tactically wasteful, but it communicates and reinforces a powerful message to the command—no one unaccounted for will be abandoned.

1-84. A related reporting activity is the operational security necessary to prevent information about an isolation incident from falling into unfriendly or unauthorized hands. This involves taking precautions so that unit members or the staffs of higher headquarters do not inadvertently release classified information. The requirement for operational security does not preclude the notification of the next of kin of those isolated, but it does call for the cooperation of public affairs specialists to safeguard information. A report of an isolated person or group leads to the next task: locate.

Locate

1-85. Forces accomplish the locate task by every appropriate means, including contact or clues from the isolated persons, information from friendly observers, or monitoring of enemy communications. The command may resort to a cordon and search, aerial search, route reconnaissance, or strategic intelligence resources to locate the isolated individual or group.

1-86. Site exploitation supports the locate task. Systematic examination of the last known location of an isolated person or group offers the opportunity to gather information and material to answer questions that may lead to finding those isolated or determining what happened to them. Isolated persons leave visible and invisible evidence of their presence. They abandon equipment, scratch names and dates, write notes, or leave fingerprints, hair, or body fluids that can lead to DNA (deoxyribonucleic acid) analysis and identification. Interviewing persons with knowledge of the incident or area, including members of the local population, contributes to information collection. Site exploitation not only provides a recovery force with tactical information to assist an ongoing recovery mission, but it may also lead to the discovery of intelligence with operational or strategic value. (Site exploitation operations doctrine in ATTP 3-90.15 describes a systematic and comprehensive approach to obtaining information of value.)

1-87. Enemies know Army forces will attempt to recover isolated persons. Therefore, Army forces consider whether an enemy is luring friendly forces into an ambush based on its knowledge of the isolation incident. Isolated Soldier guidance must contain near and far recognition signals and means to determine if the communication from isolated persons is genuine and the location accurate. Authentication is not just a one-time action. Recovery forces authenticate isolated persons as many times as necessary to establish their identity. Effective operations require authenticating the report and determining the precise location of isolated persons. Once the locate task is accomplished, forces determine how to support isolated persons.

Support

1-88. The support task involves providing aid to the isolated person and to the isolated person's family based operational objectives. The command provides all support necessary to enable isolated persons to survive until recovered. Commanders ensure the forces selected to support isolated persons know the objectives and are capable of executing tactics, techniques, and procedures to achieve them. Decisionmakers must properly assess and mitigate risks in order to execute the support task successfully.

1-89. Support for isolated persons often requires physical security to keep an enemy force from finding and capturing them. This can be fire support or diversionary attacks against an enemy force to divert their attention from isolated individuals or groups. Support items may include food, shelter, clothing, communications equipment, locator beacons and other position locating equipment, medical supplies, protective equipment, weapons, ammunitions, and maps. These may be air dropped to the isolated person.

1-90. If able, isolated persons inform the supporting force of their needs. While providing support, the recovery force obtains information from isolated persons and combines it with available intelligence to determine appropriate recovery actions. They add appropriate information to the report of isolation. Information requirements of this exchange include—

- Understanding of isolated Soldier guidance.
- Physical condition (wounded, sick, tired, exhausted, unable to move).
- State of morale.
- Presence of the enemy.
- Equipment and supply status.
- Distance to closest friendly unit.

- Cause of the isolation.
- Ability to self-recover.
- Ability to escape and evade.
- Recognition of the individual's own situation.
- Capability to signal or otherwise communicate with friendly and recovery forces.
- Availability of terrain suitable for access to the location by air, ground, or waterway.

1-91. The support task extends to the home front. The Army provides casualty assistance after the member's status is determined. Army senior commanders make a decision on the timing of notification of next of kin. Guided by Army notification policy, the owning unit and supporting home station installation provide the next of kin with accurate status updates of their family member. Further, they provide the spiritual, moral, medical, financial, and administrative support the family needs to endure the crisis. The Army does not task family, friends, or private groups to provide support, nor are they a substitute for the casualty notification team. However, family support groups and well-meaning friends are critical to the well-being of family members. DODI 1300.18 generally limits the amount of information releasable to the public to basic biographical information.

Recover

1-92. The final task in the field is recovering isolated persons; it marks the end of the isolation incident but not the end of personnel recovery operations. Recovery forces ensure isolated persons are returned to friendly control, whether by an unassisted, immediate, deliberate, or external supported approach. When overseas, and in a permissive environment, units recover isolated persons in conjunction with the host nation and DOS if appropriate. In a nonpermissive environment, the host nation's permission is not required.

1-93. Recovery is most effective when conducted soon after the command confirms the isolation and authenticates the identity of isolated persons; forces must seize the initiative. Forces also take prudent risk to recover isolated persons safely. Recovery forces ensure isolated persons receive the support and protection they need. Recovery forces take steps to mitigate any threat to the safety of isolated persons and recovery forces.

1-94. The recover task sometimes is a subordinate task of another mission. After accomplishing the recover task, personnel recovery forces perform the reintegration task.

Reintegrate After Isolation

1-95. The goal of the reintegration task is to return recovered persons to duty as expeditiously as possible, physically and emotionally fit. Leaders make every effort to ensure the formerly isolated person returns to normalcy, especially while conducting site exploitation and gathering critical information about the situation. Formerly isolated persons require help to become productive members of their respective organizations. The reintegrate task is the responsibility of commanders and staffs, typically at the division headquarters level and above. Commanders tailor requirements for reintegration to meet the needs of each recovered person. They ensure reintegration activities are as thorough or as brief as appropriate, according to each individual's needs. They assess recovered individuals' condition and the length and character of the isolation. In general, the shorter the isolation, the fewer reintegration activities needed, unless the returned person has suffered physical or emotional torture at the hands of the enemy or hostage takers. The activities selected are likely to differ for recovered Soldiers, other military personnel, DOD civilians, DOD contractors, or other designated persons.

1-96. Regardless of the manner in which the formerly isolated person returns to friendly control, all recovered military personnel participate in reintegration activities. DOD employees, DOD contractors, and others are encouraged to participate in reintegration. This includes intelligence and survival, evasion, resistance, and escape debriefings; medical and behavioral health evaluations; and reconnection with family and unit members. Reintegration activities also attend to the spiritual needs of recovered persons and provide assistance with the news media if needed. Recovery forces plan thoroughly to achieve the reintegration task effectively. (See appendix A for additional reintegration considerations.)

ARMY PERSONNEL RECOVERY PROFICIENCIES

1-97. Army forces maintain readiness for personnel recovery through the personnel recovery proficiencies. The proficiencies shown in figure 1-3 contribute to the successful recovery of the isolated person or group. All the focal groups share and train the five personnel recovery proficiencies. The proficiencies overlap into three subcategories. Structure is a commander and staff responsibility. Communicate is shared by all three focal groups. The recovery force must communicate, navigate and preserve life. Finally, the individual is responsible for all but structure.
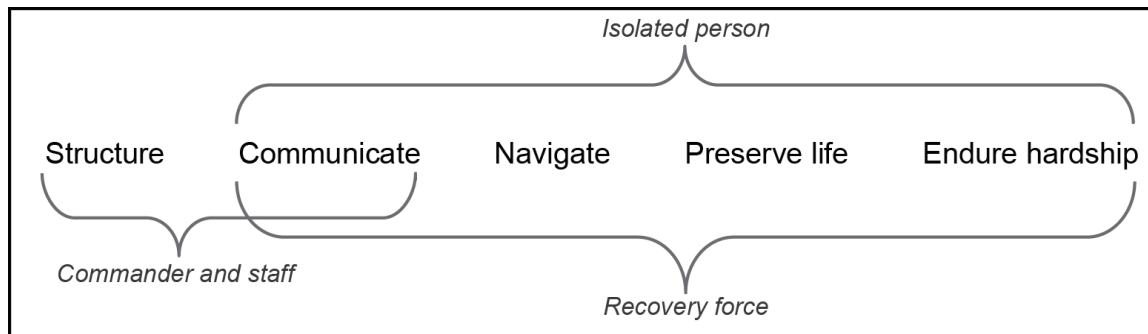

Figure 1-3. Shared personnel recovery proficiencies

1-98. Army initial entry training introduces all Soldiers to the Warrior Ethos and basic combat skills. Individual and collective training in units provides further instruction. The principles of training articulated in FM 7-0 form the foundation for those skills the focal groups need to ensure a successful outcome to each isolation incident. Training and exercises in survival, evasion, resistance, and escape contribute to the individual preparation

STRUCTURE

1-99. Leaders at all levels establish and maintain the personnel recovery organizational structure. Commanders and leaders build a foundation for prevention of, preparation for, and responses to isolation incidents. The personnel recovery organizational structure is that part of mission command that addresses and solves the problems associated with Soldiers, DOD civilians, DOD contractors, and other designated persons should they become isolated in a hostile or nonhostile environment. Commanders and leaders develop the structure from applicable doctrine, policy, procedures, people, organizations, equipment, and information systems. At every echelon, the personnel recovery structure is visible in two activities: maintaining the unit's link to the chain of command as well as maintaining personnel recovery within the unit.

COMMUNICATE

1-100. Communication is the responsibility of all three personnel recovery focal groups. Integrated information systems and knowledge management procedures used to move knowledge from one headquarters and individual to another are important components in successful personnel recovery. The capability of a command to communicate information to improve situational awareness about an isolated person or group is generally directly proportional to a positive outcome of an isolation incident. At the tactical level, the planning, preparation, and execution of information exchange permits the integration of the necessary information to the proper headquarters, groups, and individuals. The ability to communicate goes beyond the physical network and systems developed to facilitate it. Although communications systems hardware (computers, cell phones, radios, signals) and associated software remain the key enablers in mission command, the quality of the information is equally important.

1-101. Communication is most important to the isolated person or group. The isolated individual or group can assume that higher headquarters and recovery forces will have robust systems to identify and locate them. However, that does not relieve them of the responsibility to know how to communicate with these

organizations. This is often the direct result of preparation. Knowledge of how to use communications equipment is a basic Soldier skill. Knowledge of, and the capability to use, personnel recovery related equipment such as a distress beacon is the key to a potential recovery. Low-tech communications systems augment electronic systems. Training of each Soldier in the use of visual signals such as colored panels, reflective mirrors, or signal fires is essential.

NAVIGATE

1-102.   The ability to identify one's location and reach another location without getting lost or being discovered by an adversary are critical in personnel recovery. In a mission with the potential for isolation, all must know how to locate and move to friendly forces. Isolated forces with the ability to communicate can direct friendly forces to their location only if they accurately know that location. Conversely, personnel recovery operations are much more efficient if the unit knows where the isolated personnel were when they lost contact. Where the isolated person has a communications link with friendly headquarters or other units, the use of an azimuth or bearing to prominent objects such as a terrain feature or the sound of combat operations can help to locate the individual. This method also includes shooting a compass azimuth to the impact of mortar, artillery, or other indirect fire to help recovery forces to pinpoint an isolated person.

PRESERVE LIFE

1-103.   Preservation of life is a basic human drive. However, whether the isolated persons are Soldiers, DOD civilians, DOD contractors, or other designated individuals, they may find themselves in austere conditions that challenge their ability to stay healthy and assist in their own recovery. The commanders and staffs must plan and prepare for the situation where the isolated person or group is not capable of remaining under the conditions of isolation for a long time. The unit and the recovery force must act quickly to locate and recover the isolated individuals without exposing itself to undo danger from hostile forces or the environment.

1-104.   Preservation of life in an isolation incident is a shared responsibility. The chain of command has the responsibility to provide the means for survival (security, food, water, shelter, clothing, medical, and moral support) to those isolated. This is both an immediate need and a long-term challenge to the command. The command can only succeed if individuals cooperate and make use of their training. The most valuable proficiency for isolated persons is the ability to survive long enough to conduct unassisted recovery or be located and recovered by friendly forces.

ENDURE HARDSHIP

1-105.   The psychological preparation for isolation is as important as other proficiencies. Knowledge that each Soldier or other designated isolated individual will be the object of an immediate recovery effort goes a long way to prepare that individual for isolation. The articles of the Army Code of Conduct are a part of initial Army training and periodic retraining in units and other organizations reinforces the Code of Conduct. Training is typically more frequent for those preparing to serve in an environment with a greater risk of isolation. Enduring hardship is a very personal responsibility, but the unit and recovery forces and the higher headquarters commanders and staffs share responsibility to prepare the Soldier or other designated individual.

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Chapter 2

Responsibilities and Supporting Tools

This chapter discusses the responsibilities of commanders, staffs, and organizations conducting personnel recovery operations. It outlines supporting tools to help fulfill these responsibilities.

RESPONSIBILITIES OF COMMANDERS, STAFFS, AND ORGANIZATIONS

2-1.   Commanders, leaders, and Soldiers understand and carry out their personnel recovery roles and responsibilities so they can accomplish the mission. A role is a general function that an individual performs in a particular operation or organization. A job title normally expresses or implies a person's role. A responsibility is a specific task that an individual assigned a certain duty position is obligated to perform. Individuals are accountable for responsibilities, whether defined or implied. Usually, a duty description specifies responsibilities; sometimes the situation implies them. Each duty position has core responsibilities and associated supporting responsibilities. However, responsibilities for a given duty position vary, depending on the situation. For example, a personnel recovery specialist provides doctrinally correct input to an Army unit operation plan or order but also may serve as the officer in charge of a recovery operation. This chapter discusses responsibilities. This doctrine is intended to provide flexible guidance that Army organizations can adapt to their specific situation.

2-2.   In any Army unit or organization, the commander combine the art of command and the science of control to integrate the warfighting functions to accomplish the mission. Staff members support the commander and subordinate commanders in understanding situations, in decisionmaking, and in implementing decisions. Paragraphs 2-3 to 2-35 discuss personnel recovery responsibilities of commanders, staffs, and organizations in detail.

COMMON RESPONSIBILITIES

2-3.   All echelons of command, from the company and below to echelons above brigade, regardless of the make-up of the personnel recovery staff element, share core responsibilities. Though not all-inclusive, the commander and staff elements consider the following personnel recovery responsibilities:

- Exemplify the principles of the Soldier's Creed: never accepting defeat, never quit, and never leave a fallen comrade behind.
- Maintain accountability for Soldiers and specialized personnel recovery equipment.
- Implement, train, and apply personnel recovery doctrine.
- Facilitate training for commanders, staffs, and forces commensurate with their assigned roles.
- Develop and maintain a unit personnel recovery system, including standard operating procedures; tactics, techniques, and procedures; and battle drills.
- Emphasize unassisted recovery in all personnel recovery training.
- Integrate personnel recovery into all aspects of the Army operations process.
- Embed personnel recovery concepts and tasks in all plans and orders.
- Fully staff designated personnel recovery positions where they exist and train multifunctional staff officers and noncommissioned officers in personnel recovery matters.
- Maintain access to authentication information (entered on DD Form 1833, *Isolated Personnel Report (ISOPREP),* through the Army's *PRO-File* data entry system) on all Soldiers in the unit.
- Conduct pre-deployment, pre-mission and annual Code of Conduct and survival, evasion, resistance, and escape training.

- Analyze the impact of the operational environment on personnel recovery operations in terms of the operational variables: political, military, economic, social, information, infrastructure, physical environment, and time (PMESII-PT) when serving at the appropriate command echelon.
- Consider the tactical-level mission variables: mission, enemy, terrain and weather, troops and support available, time available, and civil considerations (METT-TC).
- Based on guidance from higher headquarters, develop and disseminate personnel recovery guidance to facilitate personnel recovery activities.
- Know the higher headquarters personnel recovery guidance.
- For each operation, develop and disseminate isolated Soldier guidance.
- Coordinate personnel recovery issues vertically and horizontally, particularly with subordinate personnel recovery elements and staffs.
- Plan and conduct personnel recovery operations to report, locate, support, recover, and reintegrate isolated personnel anywhere within the command's area of operations.
- Monitor, exercise, and rehearse all personnel recovery missions.
- Assess unit readiness to conduct personnel recovery activities, including equipment and recovery aid status.
- Communicate necessary information that will contribute to situational awareness of those associated with the recovery operation.
- Coordinate with the appropriate staff element for necessary support to personnel recovery missions.
- Ensure all information, intelligence, and reports on an isolation incident are collected, preserved, analyzed, and reported to proper authorities, including the lessons learned and assessment elements at the headquarters.
- Assess intelligence, surveillance, and security operations for their effects on personnel recovery.
- Assess civilian and diplomatic capabilities to support personnel recovery activities in the area of operations.
- Assess how host-nation security forces, intergovernmental or nongovernmental organizations, and local civilians can support or disrupt personnel recovery activities.
- Implement a communication plan for personnel recovery.
- Plan and coordinate a designated area for recovery to serve as a focal point for short-term personnel recovery operations or specific missions.

THE COMMANDER'S RESPONSIBILITIES

2-4.   Commanders provide leadership and demand accountability. Personnel recovery missions require a combination of approaches, as the mission dictates. Successful personnel recovery operations often depend on timely decisions and rapid execution. The time available to conduct a recovery may be short, and the tactical situation may change rapidly. Therefore, commanders delegate personnel recovery decisionmaking authority to subordinate commanders. This facilitates decentralized execution and maximizes use of available time. Subordinate commanders often have the best situational understanding of their area of operations and the capability to respond quickly to an isolation incident. Higher echelon commanders decentralizing personnel recovery decisionmaking and allocate appropriate resources to subordinate commanders. Commanders identify personnel recovery information requirements and focus the staff on answering those requirements. Commanders provide direction and emphasis on personnel recovery education and training.

2-5.   While decentralized execution is applicable to many personnel recovery missions, there are situations where a centralized command approach may be appropriate. As an example, this approach may be suitable when isolated persons are in a country where the host nation or the Department of State (DOS) takes the lead in recovery and small joint or Army units are in a supporting role. Subordinate commanders may not have sufficient information to evaluate the impact of conducting a recovery on the operation at large when facing these conditions.

2-6.   The commander's responsibilities include deciding what the end state must be, determining what to do to achieve that end state, deciding how to employ the available resources, and how best to direct the force to influence the action. The commander strives to create a positive command climate, train subordinates, and exercise mission command. AR 525-28 directs that all commanders—

● Develop policies and procedures for their command to report, locate, support, recover, and reintegrate Soldiers and Army civilians in the event they become isolated.

● Ensure those Soldiers and Army civilians who will deploy arrange with their families the actions to take should they become isolated.

● Develop policies and procedures to support the families of Soldiers and Army civilians in the event they become isolated.

● Provide requirements to the contracting officer concerning personnel recovery for incorporation into contracts. At a minimum, commanders identify any training (such as theater entry requirements) and equipment that a contractor authorized to accompany the force will be expected to operate, carry, and so forth, necessary for personnel recovery efforts.

● Establish a functioning personnel recovery coordination section for all major exercises and operations at the division and corps level.

● Commanders at the brigade level will identify a personnel recovery officer or noncommissioned officer.

2-7.   The primary responsibility of the commander—at the appropriate level—is to issue personnel recovery guidance and isolated Soldier guidance. The primary vehicle for exercising this responsibility is face-to-face contact with subordinate commanders and interaction with the staff. When required, this coordination extends beyond the chain of command to host nations, multinational partners, and international or nongovernmental organizations.

THE STAFF'S RESPONSIBILITIES

2-8.   A staff integrates information to support the commander's situational understanding. Personnel recovery staff members have similar responsibilities whether they are trained personnel recovery specialists in echelons above brigade headquarters, personnel recovery staff officers or noncommissioned officers at brigade level, or multifunctional staff officers or noncommissioned officers at battalion. This discussion focuses on personnel recovery operations at echelons above brigade headquarters, but the discussion also applies to responsibilities at lower staff echelons. Each element in the scalable headquarters (illustrated in figure 1-2) has some personnel recovery responsibilities.

Movement and Maneuver Cell

2-9.   The movement and maneuver functional cell, and especially its current operations section, helps the commander anticipate the possibility of an isolation incident in these operations. They develop and rehearse staff actions to react effectively to execute the schemes of maneuver to recover the isolated person or group. The movement and maneuver cell's functional elements (engineer, space, geospatial, airspace, and aviation), its integration components (current operations, future operations, and plans), and associated special capabilities such as special operations forces, interact with each other and the rest of the headquarters staff to support the response to isolation incidents. This cell supports all personnel recovery tasks, but is especially responsible for the reporting necessary to establish that an isolation incident has taken place. The cell also supports the commander's decisions by communicating direction to the force. Depending on the decisions of the commander and the recommendation of the chief of staff, the personnel recovery specialists may be collocated in the current operations section.

Intelligence Cell

2-10. The intelligence functional cell plays a critical role in the timely recovery of isolated personnel. It coordinates before, during, and after an isolation incident with higher, lower, and adjacent units and staffs. It contributes to mission planning, provides real-time information and intelligence concerning the mission, and participates in reintegration. Its analysis helps the command avoid isolation incidents, describe the

Chapter 2

hybrid threat or environmental concerns to the isolated person and the recovery force, and evaluates likely areas for recovery and evasion. The intelligence staff integrates closely with the mission command, and movement and maneuver functional cells.

Fires Cell

2-11. The fires functional cell and its elements (fire support element, electronic warfare, field artillery intelligence officer, and the Air Force tactical air control party) provide staff support to joint and Army fires. The fires cell coordinates missions to enable the support and recover personnel recovery tasks. Fires can prevent the enemy from observing or capturing the isolated person or group, and protect the recovery force as it accomplishes its missions. The fires functional cell coordinates the capability to destroy, neutralize, or suppress enemy targets near isolated personnel. The cell also has the ability to clear fires in support of recovery operations. The fires cell integrates its efforts with higher, lower and adjacent fires elements and with all elements within the staff. Through its representatives in the movement and maneuver current operations section, the cell is responsible for the input to situational awareness and the common operational picture.

Sustainment Cell

2-12. The sustainment functional cell supports the commander, the unit, the recovery force, and isolated persons. The sustainment function cell is responsible for integrating sustainment and related activities into all phases of personnel recovery operations. Related activities include supply, maintenance, transportation, personnel, finance, and operational contracting. The cell coordinates its capabilities to ensure freedom of action, extend operational reach, and prolong endurance of the force. It provides information and updates on the state of its components and their impact on planned or current personnel recovery activities, the most important of which is unit accountability. The sustainment cell is responsible for coordinating the logistics, personnel services, resourcing, and health service support for the recovery forces. Finally, it coordinates the support for the isolated person or group to facilitate rescue or to evade capture and return unassisted to friendly control. Its responsibilities extend to reintegration when the sustainment functional cell supports all efforts to return the formerly isolated person or group to duty or reassignment.

Mission Command Cell

2-13. The commander is the central figure in mission command. The mission command functional staff cell supports the commander and provides the capabilities for executing mission command. Through mission command, commanders integrate all warfighting functions to accomplish the mission. All the warfighting functions support personnel recovery operations. Commanders do not use a separate mission command process for personnel recovery. Instead, they integrate personnel recovery into all missions. The mission command cell works through and supports the other staff elements, focusing its effort on the functional or integrating staff element most important at the time. The mission command cell works closely with the movement and maneuver functional cell and its current operations integrating section.

Protection Cell

2-14. The protection functional cell is responsible for preserving combat power. It has the primary responsibility to integrate personnel recovery into the operations process. Personnel recovery specialists are a part of the protection functional cell at echelons above brigade. The commander locates the protection cell's main functions (air and missile defense, personnel recovery, operational area security, fratricide avoidance, operational security, antiterrorism, survivability engineering, force health protection, CBRNE [chemical, biological, radiological, nuclear, and high-yield explosives], safety, and explosive ordnance disposal) throughout the headquarters staff. When directed, its responsibility extends beyond the headquarters and the chain of command to include noncombatants, physical assets, and information. During an isolation incident, the protection functional cell and its personnel recovery staff have the primary responsibility to integrate personnel recovery into the planning and execution process. Additionally, the protection cell becomes one of two focal points for conducting the personnel recovery tasks: report, locate, support, recovery, and reintegrate. The movement and maneuver cell current operations section is the other.

Integrating Cells

2-15. By definition, the three integrating cells—current operations, future operations, and plans—are responsible for forming the information available into a unified whole to support the tasks and purposes of the command (see figure 1-2). Based on three time horizons—immediate, short term, and long term—these elements coordinate with the commander, functional staff cells, personnel and special staff, and the other integrating staff elements (including the boards, working groups, and meetings that serve as ad hoc integrating elements) on a daily basis. These coordination responsibilities occur in general operations and specific missions, including personnel recovery. Their integrating responsibilities are both horizontal (within the headquarters) and vertical (up and down the chain of command).

Personal and Special Staff Elements

2-16. Personal and special staff elements facilitate personnel recovery activities. The personal staff normally includes the senior enlisted advisor, the inspector general, the staff judge advocate, the public affairs officer, the chaplain, provost marshal, political advisor, cultural advisor, and the surgeon. This group expands and contracts based on the needs and desires of the commander. In certain circumstances, generally in an environment of increased risk of isolation, a trained personnel recovery officer or noncommissioned officer is be a part of this select set of advisors. The responsibility of this group is to advise the commander and serve as a conduit of information to and from other staff elements. Other important informal members of this group are interpreters (those who transfer the spoken word of one language into another) and translators (those who render the written words of one language into another) who accompany the commander and staff members as they interface with the environment overseas. Interpreters and translators can be key members of the recovery force in a rescue operation.

2-17. The special staff elements—including the members of the personal staff, such as the judge advocate general section—provide guidance to the entire staff. They are "special" in that they are important enough not to be subsumed into the activities of the functional or integrating staff elements. The special staff elements at division headquarters and above (knowledge management, operational research, red team, inspector general, public affairs, religious support, and staff judge advocate) interface with the rest of the staff in all operations, including personnel recovery. This grouping also includes the command and functional liaison teams providing a window on other commands. Command liaison represents the interests of the chain of command and associated organizations (such as multinational forces, host nation, DOS, and civilian organization partners). Functional liaison teams support the virtual and physical systems on which the command depends, such as intelligence linkage, infrastructure, and life support.

THE PERSONNEL RECOVERY SPECIALIST'S RESPONSIBILITIES

2-18. All echelons of command above battalion have trained personnel recovery specialists. At the company and below, the commander or leader may not recognize their specific personnel recovery role; however, leaders exercise it as a part of their larger leadership role. At battalion level, a member of the training and operations staff section, S-3, typically serves as the point of contact for personnel recovery. The brigade is the lowest command echelon where a staff specialist serves in a recognized personnel recovery role. While there is no fixed number of these staff specialists, most battalion and brigade-sized units—especially those in areas where there is an increased risk of isolation—identify an officer or noncommissioned officer as the personnel recovery officer. At echelons above brigade headquarters, the role falls to the personnel recovery staff officer. At echelons above brigade, the personnel recovery staff officer coordinates the personnel recovery efforts and staffs the personnel recovery coordination section. The staffing, grade requirement, and number of these specialists is constantly in flux, however, commanders often augment personnel recovery elements based on the situation. These elements serve as points of contact and the fusion points for personnel recovery matters at their respective commands. Responsibilities fall into four broad categories: advisor to the commander, point of contact for personnel recovery efforts to the staff and others, coordinator of personnel recovery activities across the command, and trainer.

Advisor

2-19. The personnel recovery specialist knows joint and Army doctrine and is an expert in personnel recovery. As such, commanders at every level seek counsel from this specialist when confronted with an isolation incident. The personnel recovery specialist provides advice and may accompany the commander when exercising mission command in response to an isolation incident.

Point of Contact

2-20. By occupying the position of personnel recovery specialist—whether as an additional duty for a multifunctional staff officer at battalion or brigade, or in a required and authorized position at large-unit headquarters—the incumbent becomes the target of inquiries about the doctrine and tactics, techniques, and procedures for personnel recovery efforts within the command. Questions and comments may come from within the headquarters, outside staff entities, or other commanders. Depending on the situation, this may include contacts where a commander or staff members from lower or higher in the chain of command jumps over the next level—or levels—of command in a request for information and guidance. In such cases, the contact usually is an attempt to get information about a planned, ongoing, or completed personnel recovery mission. Point-of-contact responsibilities include obtaining the necessary training to be able to inform the command of its personnel recovery responsibilities.

Staff Coordinator

2-21. Personnel recovery staff element members are responsible to establish staff relationships with other functional, integrating, coordinating, and personal or special members of the staff. Establishing and maintaining the interpersonal links and exercising the communications systems enable the element's personnel recovery experts to be ready. The coordination responsibilities can be routine or exceptional, depending on the situation. Routine coordination includes being a part of the daily contingency planning cycle. The difference between the point of contact responsibility and the staff coordinator is the level of activity and personal involvement. Whether located within the staff of a battalion or brigade, or one of the cells at echelon above brigade headquarters, the personnel recovery specialist is a member of the team that contributes to the successful accomplishment of the recovery mission. As a staff coordinator, a personnel recovery specialist provides doctrinally correct input to an Army unit operations plan or order, but also may to serve as the officer in charge of a recovery operation.

Trainer

2-22. Training of the commanders and staffs facilitates routine coordination. The personnel recovery element director trains the element and others on the staff in personnel recovery doctrine and tactics, techniques, and procedures. This provides a common frame of reference for, and between, staff elements. Knowledge of the fundamentals of personnel recovery enables the element members to orient and train others on the staff and throughout the command on the proper response to an isolation incident. Training consists of a combination of formal classroom instruction, in person or through distance learning; professional development; or hands-on exercises intended to stress the staff and its individual members in personnel recovery. The object of the training is to acquaint the staff on the Army personnel recovery process, its supporting organizational structure, the staff basics of personnel recovery, and the contents of the personnel recovery sections in the unit standing operating procedure. The training audience dictates the level of training. Potential augmentees to the personnel recovery staff element receive more intense instruction, while other staff members receive a general orientation.

RESPONSIBILITIES OF PERSONNEL RECOVERY ORGANIZATIONS

2-23. At echelons above brigade, the personnel recovery specialist serves in two separate but related staff elements. The joint force headquarters, whether a combatant command or subordinate joint headquarters such as a joint task force has a joint personnel recovery center (JPRC). The subordinate Army headquarters in the joint force, the theater army, corps, and division, establish a personnel recovery coordination section (sometimes identified as a personnel recovery coordination cell). The joint and Army elements have complementary responsibilities.

The Joint Personnel Recovery Center

2-24. The JPRC serves as the fusion point at the joint force level and maintains staff connectivity to the personnel recovery coordination section. Personnel recovery specialists from each service and functional component of the joint force staff the JPRC. Its responsibilities are similar to those in other combatant command staff elements:

- Implement personnel recovery policies at the joint force level.
- Develop personnel recovery standard operating procedures for the joint force.
- Support personnel recovery planning in the combatant command's area of responsibility.
- Exercise communication networks with higher, adjacent, and lower personnel recovery entities.
- Coordinate external supported recoveries with appropriate organizations, agencies, militaries, and governments.
- Coordinate with theater and national assets to support personnel recovery.
- Participate in the decisionmaking processes for personnel recovery situations.
- Assist service component personnel recovery coordination cells with their responsibilities.
- Establish which recovery coordinator has the authority should the JPRC go offline for any reason.
- Provide information to the personnel recovery management system.
- Serve as point of contact with the unconventional assisted recovery coordination cell for unconventional assisted recovery and nonconventional assisted recovery.

2-25. The number of personnel assigned to the JPRC varies based on the size of the operation and the level of risk of isolation. (See JP 3-50 for further information on staffing and training requirements for a JPRC.)

The Personnel Recovery Coordination Section

2-26. The personnel recovery coordination section is the staff element in division, corps, or theater Army headquarters that serves as the focal point for all personnel recovery actions. It is responsible for synchronizing and integrating all personnel recovery actions horizontally within the headquarters and vertically within the chain of command. It is the responsibility of the commander to adequately staff and resource the personnel recovery coordination section. The personnel recovery coordination section requests augmentation if its responsibilities increase to exceed the ability of the team to handle them. Typical augmentation includes aviation, intelligence, ground operations, maritime operations, medical, behavioral health, human resources, or communications expertise.

2-27. The location of the personnel recovery coordination section is a command decision. It typically is a section of the protection cell at echelons above brigade Army headquarters. Occasionally, it is in the movement and maneuver cell. Regardless of functional location, it maintains connectivity with the operations center. Multiple personnel recovery coordination sections can exist in the same command at multiple locations. Whether they report to a senior personnel recovery coordination section or are independent organizations depends on the situation and the direction of the commander. During an isolation incident, the personnel recovery coordination section may become the focus of planning, preparation, and execution. It has to contend with the time-sensitive actions taken by the command to respond to the isolation and remediate the situation. The personnel recovery coordination section's responsibilities increase during an isolation incident. Regardless of where within the staff structure it is located, the commander and staff seek advice and task the section to provide expertise as the command performs the five personnel recovery tasks. The personnel recovery coordination section participates in planning and preparation, provides liaison, and accompanies the commander.

2-28. Specific personnel recovery coordination section activities are—

- Establish the personnel recovery coordination section with multiple means of secure and nonsecure communications within the command and with higher, adjacent, and lower personnel recovery organizations.
- Implement personnel recovery policies and programs.
- Develop and maintain personnel recovery standard operating procedures.

- Advise the commander on the available personnel recovery forces and their capabilities and limitations.
- Serve as subject matter experts and points of contact for personnel recovery operations and issues at the component level.
- Participate in the decisionmaking processes for personnel recovery situations.
- Notify the JPRC director of its activation, ability to provide support to recovery operations, and deactivation.
- Conduct or support recovery operations or other recovery-related activities, as directed or requested.
- Develop and review the personnel recovery content in command execution documents (operation plans, operation orders, and fragmentary orders).
- Maintain access to authentication information (entered on the ISOPREP form through the Army's *PRO-File* data entry system) and evasion plans of action for all assigned Soldiers.
- Assist subordinate units and personnel to develop and maintain digital ISOPREP and evasion plan of action data.
- Track personnel recovery incidents within the command.
- Provide the command with the identity, status, probable location, and personal authentication data of personnel who have become isolated.
- Coordinate education and training of subordinate commanders, staffs, and individuals in their personnel recovery responsibilities.
- Provide staff supervision of personnel recovery officers at subordinate echelons.

2-29. In any of the elements of decisive action, isolation incidents may not be discrete incidents leading to the execution of the five personnel recovery tasks, each in succession. Figure 2-1 illustrates this. In this illustration, the four events in the time window challenge the command to deal with different personnel recovery tasks at the same time. The impact on the personnel recovery coordination section is that it must also apportion its people and other resources to manage several activities at the same time. The figure includes a situation with a prolonged locate task. Successful management of overlapping tasks requires command emphasis.
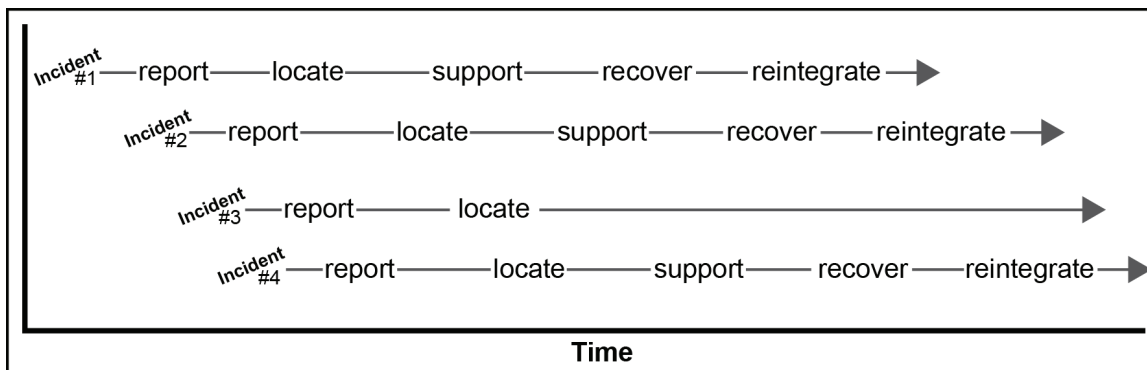

Figure 2-1. Concurrent personnel recovery operations

RESPONSIBILITIES BY ECHELON

2-30. Personnel recovery is a priority at every echelon of the joint and Army commands. It is an essential part of unit operations and planning. In addition to the actions of commanders, staffs, and personnel recovery specialists, each command echelon has personnel recovery responsibilities. Higher echelons are typically competent not only in their own tasks, but also in those of subordinates. The responsibilities discussed within each echelon are listed in no specific order.

2-31. Leaders at all levels fill a crucial role in the personnel recovery structure. Personnel recovery as a discipline is more visible at higher echelons, including joint levels of command. At the lowest level, personnel recovery is a part of the many tasks the individual Soldier must master. Commanders at this

echelon have no dedicated protection staff cell, but are still responsible for integrating personnel recovery into operations. The company-level Soldier may be familiar with the term personnel recovery, but is more likely to identify with the component skills necessary to avoid isolation incidents such as land navigation, survival training, first aid, marksmanship, small-unit tactics, and physical fitness. At battalion-brigade level, personnel recovery is as an additional duty. The staff member with personnel recovery responsibilities is required to be more knowledgeable in its doctrine and include personnel recovery information in training and operational plans and orders. Protection integration at these echelons may require commanders to designate a staff lead to assume the role of protection officer to carry out the responsibilities performed by dedicated personnel at higher levels of command. Trained officers and noncommissioned officers at the upper echelons of Army operational forces provide a greater capability to manage personnel recovery incidents, and gives greater visibility to the discipline. These headquarters also have the obligation to coordinate with higher, lower, and adjacent echelons.

Echelons Above Brigade

2-32. Echelons above brigade headquarters have organic personnel recovery staff support. The director of the personnel recovery coordination section requests augmentation if needed. Normally, the personnel recovery coordination section has the responsibilities and organization described in paragraphs 2-26 to 2-29. Additionally, joint doctrine in JP 3-50 offers more detail on the specific responsibilities for service component and joint commands. Personnel recovery coordination sections at echelons above brigade—

- Establish, adequately staff, and fully train the personnel recovery coordination section.
- Coordinate for personnel recovery element support throughout the headquarters mission command facilities, including main command post, tactical command post (where established), and any ad hoc facility, such as a contingency or early entry command post.
- Coordinate and support joint, multinational, host-nation, and interagency personnel recovery activities.
- Advise, assist, facilitate, standardize, and coordinate personnel recovery matters with Department of Defense (DOD) components and representatives of other departments and agencies of the U.S. Government in the joint operations area.
- Assist personnel recovery staff officers and noncommissioned officers in subordinate command echelons in the development of personnel recovery programs.
- Serve as the force provider for personnel recovery capabilities to subordinate echelons.
- Plan, prepare, coordinate, and execute personnel recovery operations when supporting or conducting operations under DOS chief of mission authority.
- Coordinate external supported recoveries with interagency, host-nation, and multinational organizations.
- Be prepared to conduct interoperable and cooperative personnel recovery operations with partners, including leveraging host-nation capabilities to rescue DOD personnel unilaterally whenever possible.
- Support the DOD executive agent and others in the collection, reporting, and dissemination of personnel recovery lessons learned.
- Ensure military, DOD civilians, and DOD contractors receive personnel recovery training commensurate with their level of risk for becoming isolated or exploited.
- Coordinate for theater and national intelligence support to personnel recovery activities.
- Provide the results of inspections that include findings or observations that pertain to personnel recovery activities to the DOD personnel recovery executive agent.
- Contribute personnel recovery-related data and information to the central historical repository and archive and reference library, managed by the Joint Personnel Recovery Agency (JPRA).
- Assess policies, processes, and programs that influence commanders' ability to conduct personnel recovery operations; recommend actions to enhance personnel recovery capabilities.
- Ensure personnel recovery education and training preparation efforts keep pace with changes in the operational area.

- Clearly define the circumstances required to initiate survival, evasion, resistance, and escape activities.
- Ensure subordinate units and key personnel, such as the personnel recovery coordination sections, personnel at risk of isolation, and recovery forces are familiar with unit SOPs, personnel recovery tactics, techniques, and procedures (TTP) and directives.
- Be prepared to establish a JPRC if directed or if designated as the joint force supported commander for personnel recovery. This will not negate the requirement to perform component personnel recovery coordination section functions as well. This will require that the education, training, and staffing requirements of component personnel recovery staffs be maintained to meet the requirements of this be-prepared mission.
- Ensure subordinate commanders routinely address actions planned when personnel become isolated.
- Ensure subordinate units are familiar with other personnel recovery coordination section(s) and immediately transmit information on isolated personnel to the personnel recovery coordination section or mission command node that coordinates personnel recovery operations.
- Ensure isolated personnel authentication procedures are coordinated with the JPRC and disseminated in isolated Soldier guidance and subordinate personnel recovery contingency plans.
- Provide augmentees trained in personnel recovery to the JPRC as directed. These personnel also represent their component and assist in coordinating and deconflicting their component's personnel recovery capabilities at the joint level.
- Ensure intelligence data to support personnel recovery planning, training, and execution is available in a timely manner to subordinate units.
- Provide mutual support to the recovery operations of the other components to the greatest extent possible. Such support normally is requested and coordinated through the JPRC.
- Support higher headquarters and Service reintegration plans by crafting supporting plans and identifying reintegration team key personnel.
- Ensure unit personnel recovery coordination section SOPs are in line with JPRC and theater personnel recovery contingency operations.
- Coordinate with the JPRC.
- Gather and disseminate information to adjoining personnel recovery coordination sections or cells and JPRC personnel recovery assets and capabilities.

2-33. The situation will often dictate the responsibilities at each echelon of command. Commanders at lower or higher echelons may be required to undertake missions with responsibilities different from those they are normally assigned.

Battalion and Brigade

2-34. Commanders at battalion and brigade frequently exercise their protection authority by assigning personnel recovery responsibilities to a specific staff officer or noncommissioned officer, usually in the operations staff section. In their roles of advisor to the commander, point of contact for personnel recovery activities, and staff coordinator, the personnel recovery staffs are accountable for the common personnel recovery responsibilities and these additional responsibilities:

- Include personnel recovery responsibilities in unit execution documents.
- Establish personnel recovery staff capabilities and assign primary responsibilities in the operations center as the focal point for the commander and staff.
- Establish isolated person reporting requirements in the brigade and subordinate information management systems.
- Recommend task organization and mission assignment to subordinate elements.
- Advise the commander on steps to ready subordinate units for personnel recovery missions.
- Synchronize and integrate all required assets for personnel recovery activities.

- Assist subordinate staffs and commanders in the development of their specific echelon's personnel recovery system.
- Support joint personnel recovery operations, if directed.

Company and Below

2-35. Commanders and leaders of company, battery, or troop and below have personnel recovery responsibilities no less important than the leaders at higher echelons. Small tactical organizations (including ad hoc tactical units such as convoy march serials, trailer transfer points, refuel and maintenance points, and reintegration locations) often are in front of operational formation, placing them at increased risk. Small-unit leaders should be keenly aware of the isolation risk associated with their specific mission or circumstance, and engage in composite risk management to mitigate that risk accordingly. When an isolation incident occurs, individuals and small units often have the best opportunity to make a quick assessment and react or recover from the isolating situation. The following is a list of responsibilities for leaders to consider at the company and below level:

- Develop isolated Soldier guidance or evasion plans of action for every member of the unit.
- Identify shortfalls in personnel recovery capabilities during troop leading procedures.
- Identify information requirements for potential personnel recovery operations.
- Evaluate each tactical situation and plan accordingly.
- Assess the unit's ability to conduct the personnel recovery tasks.
- Request the support required to address shortfalls in capability.

SUPPORTING TOOLS FOR PERSONNEL RECOVERY RESPONSIBILITIES

2-36. The tools to support personnel recovery operations range from joint and Army policy and doctrinal principles, through standard operating procedures and other collections of technique, to execution documents such as operation plans and orders. Tools also include collaborative software used to conduct Army operations and the personnel recovery management software used to obtain and manage ISOPREP data and evasion plans of action.

SUPPORT LITERATURE

2-37. Center for Army Lessons Learned (CALL) Handbook 09-25, *Army Personnel Recovery*, supplements this manual with practical information.

PLANS AND ORDERS

2-38. The Army plans and orders formats are in ATTP 5-0.1. For Army plans and orders, appendix 2, Personnel Recovery, to annex E, Protection, contains personnel recovery information. (See appendix B of this manual for an example the Army format.) Personnel recovery is always a consideration in the operations processes (see discussion in FM 5-0). This is the procedure most familiar to Army commanders and staffs. The Army is often a part of a joint force, and as such, receives the joint force commander's guidance, including that for personnel recovery. Thorough planning combined with detailed preparation and flexible execution contribute to mission accomplishment. The military decisionmaking process is used with headquarters from battalion to theater army that have staffs, while troop leading procedures are for company-level and below, those formations with no formal staffs. Troop leading procedures provide these leaders with a framework for planning and preparing for operations.

2-39. Planning results in a five-paragraph plan or order with appropriate annexes, appendixes, tabs, and exhibits. The operation order format dedicates certain sections for instructions for personnel recovery operations. However, leaders must read the entire plan to derive specified or implied guidance related to personnel recovery in other sections. Major tasks, such as designating the personnel recovery coordinator for a task force or the reintegration coordinator, should appear in the base order. Similarly, significant coordinating instructions and control measures should appear in the base order. Most detailed instructions regarding personnel recovery normally appear in Appendix 2 of Annex E. Portions are repeated as needed in other annexes. In the base order, personnel recovery guidance and execution information appear mainly in paragraph one (situation), paragraph two (mission), and paragraph three (execution).

Paragraph One: Situation

2-40. The first paragraph (situation) discusses the area of operations, its terrain, weather, the enemy or environmental threat, and friendly forces and capabilities. Information pertinent to a personnel recovery operation may be stated or implied. Information specific to personnel recovery, such as the designation of a personnel recovery coordination section, may appear in the subparagraph about friendly forces. It addresses the mission and intent of higher headquarters two levels up and often contains personnel recovery information, including available recovery assets. The subparagraph about interagency, intergovernmental, and nongovernmental organizations lists relevant operational information regarding these organizations. It can include an assessment of their willingness to support personnel recovery operations. It can include responsibilities for liaison and coordination for personnel recovery. The subparagraph about civil considerations may contain personnel recovery information about the host nation or other civil organization. If not discussed earlier, this subparagraph identifies the population as enemy, adversary, supporters, or neutral.

Paragraph Two: Mission

2-41. The second paragraph (mission) concisely expresses the task and the purpose. In a plan or order focused on personnel recovery, this paragraph contains the who, what, where, when, and why of the operation.

Paragraph Three: Execution

2-42. The third paragraph (execution) discusses the how of the operation. This paragraph gives a clear statement of what the force must do to accomplish the mission and the conditions that define success. It includes the concept of operations and specified tasks for personnel recovery. The scheme of movement and maneuver elaborates on the how. It is the guidance the force will follow in the absence of further orders. Subparagraphs describe schemes of intelligence, and surveillance and reconnaissance. This paragraph of the base order contains the most detailed information on personnel recovery, as part of the discussion on protecting the force.

2-43. The personnel recovery discussion will direct the reader to annex E (protection) for detail. The tasks to subordinate units paragraph lists the tasks each subordinate headquarters performs and could contain specific instructions related to personnel recovery, such as who will provide intelligence and the dedicated or on-call recovery force. The coordinating instructions subparagraph directs a menu of tasks applicable to two or more subordinate commands and their staffs. Other coordinating instruction subparagraphs also provide important information on risk, rules of engagement (or rules on the use of force), and environmental considerations. The guidance on preventing isolation incidents belongs in this section of the base order, if it is not published in an administrative order. Examples of this guidance include changes to minimum convoy size, changes to mobilization training guidance, and reporting requirements for units transiting other units' area of operations.

2-44. The remaining paragraphs of the base plan or order (sustainment, and command and signal) contain information for the force as a whole dealing with logistics, personnel, health services, and communications support. All of these sections include information important to personnel recovery operations, so too with the annexes. Table 2-1 (see page 2-13) shows the appendixes of the protection annex and identifies the individual or office of primary responsibility. Appendix 2 of the protection annex is a compilation of the personnel recovery guidance, the isolated Soldier guidance and other planning, preparation, execution, and assessment activities required to inform the commanders and staffs. (See appendix B of this manual for a sample of a personnel recovery annex.)

Table 2-1. The protection annex of an operation plan or operation order

ANNEX E – PROTECTION (Chief of Protection/Protection Officer as designated by the commander)
Appendix 1 – Air and Missile Defense (Air and Missile Defense Officer)
Tab A – Enemy Air Avenues of Approach
Tab B – Enemy Air Order of Battle
Tab C – Enemy Theater Ballistic Missile Overlay
Tab D – Air and Missile Defense Protection Overlay
Tab E – Critical Asset List/Defended Asset List
Appendix 2 – Personnel Recovery (Personnel Recovery Officer)
Appendix 3 – Fratricide Avoidance (Safety Officer)
Appendix 4 – Operational Area Security (Provost Marshal)
Appendix 5 – Antiterrorism (Antiterrorism Officer)
Appendix 6 – Chemical, Biological, Radiological, and Nuclear Defense (CBRN Officer)
Appendix 7 – Safety (Safety Officer)
Appendix 8 – Operations Security (Operations Security Officer)
Appendix 9 – Explosive Ordnance Disposal (Explosive Ordnance Disposal Officer)
Appendix 10 – Force Health Protection (Surgeon)

2-45. Commanders integrate personnel recovery responsibilities into premobilization, mobilization, deployment, employment, sustainment, and redeployment activities. Personnel recovery fundamentals are included in the Army's cyclical readiness program—Army force generation (ARFORGEN)—where personnel recovery is emphasized in the train/ready and available force pools.

STANDARD OPERATING PROCEDURES

2-46. Unit SOPs reflect personnel recovery battle drills, staff training requirements, and personnel development. With respect to personnel recovery, a standard operating procedure (SOP) provides instructions that cover those features of personnel recovery that lend themselves to a definite or consistent application, without loss of effectiveness. The personnel recovery portion of the SOP supplements the information contained in the plan or order, and allows internal and external elements to communicate on personnel recovery based on common understanding and shared expectations. SOPs reduce the number of instructions commanders and staffs need to issue during operations. The personnel recovery information contained in an SOP augments current plans and execution documents, and permits them to be shorter and more specific because they reference the SOP for routine matters. SOPs cover routine tasks and serve as a starting point for new personnel to learn the command's routine. For higher Army headquarters, such as the theater army, the SOP information may be in a regulation or pamphlet. Organization may differ, but a general outline for a personnel recovery SOP will include:

Introduction and General Guidance

2-47. The SOP starts with a narrative on the purpose of the document, the command's personnel recovery policy and the commander's intent for personnel recovery, references, abbreviations, acronyms and terms. It includes a template for personnel recovery guidance, isolated Soldier guidance, and evasion plan of action for the unit. While the template is not prescriptive, it routinely identifies those items of information that facilitate successful personnel recovery operations.

Organization for Personnel Recovery

2-48. This section of the SOP contains the structure of the command to respond to an isolation incident, identifying the staff elements and the procedures for selecting and training the recovery force. It lists standard mission command and support relationships, including the reporting requirements for each echelon of command, i.e., all commanders and leaders must immediately report an isolation incident.

Personnel Recovery Coordination Section Description

2-49. SOP authors include the organization, staffing and responsibilities of the personnel recovery coordination section at the headquarters mission command facility and other mission command facilities in the command. The SOP states the training and qualification requirements for those assigned to the personnel recovery coordination section. It identifies procedures for personnel augmentation, depending on the situation. It specifies the physical location of the section and the procedures for dividing the team if the headquarters is conducting split-based operations.

Personnel Recovery Responsibilities for the Functional and Integrating Staff Sections

2-50. This section of the SOP lists the tasks required of the other staff sections in support of the five personnel recovery tasks. This section should address the six functional staff sections, the three integrating staff sections, and the personnel and special staff elements. The SOP includes the composition, duties, location, and meeting schedule of any ad hoc personnel recovery working groups. The SOP should indicate the chair of the personnel recovery working group, whether it is the director of the personnel recovery coordination section, the chief of staff, executive officer, the chief of operations, or some other staff leader.

Personnel Recovery Responsibilities for Subordinate Commanders

2-51. The SOP states the responsibilities of subordinate commanders. This section of the SOP should include the size of the force, the expected readiness level (on-call, on-order, be prepared), the designated commander, and the command post identified to control the recovery operation.

Recovery Force Operations

2-52. This section of the SOP stipulates standard actions taken upon learning of an isolation incident. It includes the notification procedures, the format for the information, and the communications means acceptable. List the acceptable formats, including the serious incident report, casualty report, operation report, personnel status report, search and rescue incident report, search and rescue situation summary report, or some other format (such as a spot report). Further, include the staffing of the recovery force, required communications capabilities, expected coordination with host-nation officials and multinational partners, dealing with the local population, the rules on the use of force, and the vertical and horizontal coordination. An element of this section contains any special instructions for dealing with civil authorities in Army support to civil operations. Include the procedures and formats for requesting external support for personnel recovery operations.

Records Management Requirements

2-53. Headquarters keep accurate tracking of, and accounting for, all documentation regarding isolation incidents and recovery operations. The unit saves all related records for historical purposes. These records facilitate the full accounting of all personnel involved in the isolation incident. The command retains the information from any isolation incident, which element is to receive copies of the documentation, and how long to retain the records.

Points of Contact in SOPs

2-54. The SOP lists the vertical and horizontal offices required to receive and provide information about the isolation incident and the actions taken to resolve it.

BATTLE DRILLS

2-55. Battle drills are vital to success in operations and critical to preserving life. They teach Soldiers how to react instinctively in situations where aggressiveness may be more important than finesse. Frequently, immediate action may succeed where deliberate decisionmaking may impede progress. Staffs at all echelons may develop drills to assist in the rapid response of the organization when notified of an isolated personnel incident. Standard battle drills permit Soldiers to move to other assignments in other operational areas already trained in basic combat skills, saving time and avoiding confusion. Battle drills therefore sustain platoons, squads, and staffs as cohesive, effective organizations throughout the Army.

2-56. Each unit or staff develops its own battle drill to address isolation incidents. The main characteristics of battle drills are speed, minimal leader commands, trained responses, and sequential actions. Trained responses are like reflexes, and result from continual practice. Battle drills provide units and staffs with the standard procedures essential for building effective and timely reaction to isolated personnel situations.

AFTER ACTION REVIEWS

2-57. Commanders conduct after action reviews throughout operations. Given that concurrent personnel recovery operations are probable, frequent after action reviews bring immediate benefit to the command by informing decisionmaking for ongoing personnel recovery tasks and those of future operations. The personnel recovery after action review can be tiered so that multiple echelons from senior commanders to small-unit recovery forces can learn from their performance.

2-58. An after action review examines and assesses the isolation incident and the actions taken by all participants in the recovery. It includes a discussion of ways to improve individual and unit performance. The results of an effective after action review contribute to improving the unit SOP and developing more effective execution documents, in the future, for the command.

LESSONS LEARNED

2-59. Closely allied with the after action review is the lesson learned. The knowledge and understanding gained from the after action review process has an impact on unit, and eventually, Army operations. At company and below, knowledge supports daily operations and ultimately can be included in the unit SOP. Commanders submit Army personnel recovery after action reviews to CALL within 90 days following completion of the after action review. CALL collects and disseminates observations, insights, lessons, and tactics, techniques, and procedures for the Army, the JPRA, and others through a variety of print and electronic media. CALL has the capability for near real-time sharing of lessons through its lessons learned integration network. Connectivity to joint, interagency, intergovernmental and multinational partners allows rapid and effective sharing of lessons with a large target audience.

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Chapter 3

Considerations for Major Combat Operations

This chapter discusses general characteristics of major combat operations that influence the conduct of personnel recovery. Then it describes typical causes of isolation incidents. Finally, it discusses conducting the operations process for personnel recovery.

CHARACTERISTICS OF MAJOR COMBAT OPERATIONS

3-1. The characteristics of major combat operations increase the complexity and uncertainty of personnel recovery operations. Large-scale offensive and defensive operations involve complex operations against the uniformed armed forces of nation-states. Operations against hybrid threats can evolve into major combat operations. In Vietnam, from 1954 to 1975, a nationalistic guerilla movement, with outside support, grew into an intense conflict involving major ground and air combat. Military operations in Vietnam illustrate the ongoing risk of isolation for air and land forces. During major combat, adversaries may have large standing armies with modern weapons or a combination of conventional and irregular capabilities. Some possess nuclear weapons. United States armed forces continue to train for and remain committed to defeating conventional armed forces and hybrid threats in major combat operations. The principles of personnel recovery operations guide adaptable Army forces to accomplish successful personnel recovery missions in major combat.

THE COMPLEXITY OF PERSONNEL RECOVERY IN MAJOR COMBAT OPERATIONS

3-2. The complexity of major combat operations strains military capabilities, including personnel recovery capabilities. Major combat operations may cover wide areas and involve large numbers of personnel, aircraft, ground combat and support vehicles, and equipment. Thousands of people and vehicles deploy to hundreds—if not thousands—of locations. The enemy may field equal numbers. Battles and engagements may cause hundreds of potential isolation incidents. Friendly forces face the risk of isolation daily.

3-3. Military members, Department of Defense (DOD) civilians, DOD contractors, and other persons supporting friendly forces may become isolated. The availability of diplomatic, civil, and military personnel recovery options does not mitigate the risk. Commanders and staff understand that the more partners participating in operations, the more complex the situation.

3-4. Wounds and illness complicate isolation incidents, especially in the numbers associated with major combat. The raid on the Pangatian prison camp near Cabanatuan, Luzon, in the Philippines during World War II illustrates the transportation and medical challenges of rescuing large numbers of prisoners held for long periods. On 30 January 1945, a mixed force of Filipino guerillas, Army Rangers, and Alamo Scouts rescued over 500 prisoners from the camp. Some had been held since the fall of Bataan and Corregidor almost three years earlier. All had been mistreated, most were malnourished, and many were sick and injured—including those held in the zero ward of the prison hospital, where they were judged to have no chance of survival. After the successful fight, the rescue force had to carry the liberated prisoners to a location remote from the camp before giving them food and water. From there the recovery force put the weakest and sickest on carts. When they reached U.S. lines, Sixth Army trucks met them and transported the group to freedom.

3-5. Even for persons isolated for short periods, personnel recovery operations must include adequate transportation, prompt medical aid, food and water, physical security, and behavioral health remediation. Capturers may hold isolated persons in small groups or large numbers. They may be held in a medical treatment facility. Recovering isolated persons protected by the enemy requires adequate personnel, fires,

and transportation resources. The terrain and environmental conditions add to the difficulty of transporting the wounded and the sick. If conditions are too hazardous to make recovery operations possible, some individuals may actually choose isolation. For example, Captain (Chaplain) Emil J. Kapaun made such a decision in November 1950. A Roman Catholic priest, Father Kapaun was assigned to the 1st Cavalry Division on occupation duty in Japan. At the start of the Korean War in June 1950, he deployed to Korea as the chaplain of the 3rd Battalion of the 8th Cavalry Regiment. During fierce combat with Chinese forces in North Korea, his unit was under heavy pressure and preparing to withdraw toward friendly lines when he was told that a group of wounded 3rd Battalion Soldiers was surrounded and could not withdraw. Ordered to withdraw with the unit, he refused. Accompanied by Captain (Doctor) Clarence L. Anderson, Father Kapaun left the secure perimeter and found the men. He ministered to the Soldiers until captured by the enemy. He was the only member of the group not wounded. He elected to remain with the Soldiers—to isolate himself—rather than evade and return to friendly lines. Father Kapaun died in captivity. For his heroic actions, the Army awarded Father Kapaun the Distinguished Service Cross, the Legion of Merit, and the Bronze Star for Valor. Dr. Anderson remained with the wounded and was captured. He survived the war and was awarded the Distinguished Service Cross.

3-6.   The mission is always paramount. The Soldier's Creed and the Warrior Ethos (see FM 1 and FM 3-21.75) make it clear that the Army values its members, but the mission is foremost. At the tactical level, this often creates tension between accomplishing the mission and protecting those endangering their lives for the mission. Major combat increases this tension for leaders and Soldiers because of an increased tempo. Whereas stability operations or defense support of civil authorities operations include episodes of high operational tempo, in major combat operations high operational tempo is the norm. The need to generate and maintain combat power when and where it is needed contrast with the requirement to preserve life. Expectations of life-saving personnel recovery operations are difficult to meet in the conditions of major combat.

THE UNCERTAINTY OF PERSONNEL RECOVERY IN MAJOR COMBAT OPERATIONS

3-7.   Civilians within an operational area increase the uncertainty of personnel recovery activities, particularly in densely populated areas. Complex or unfamiliar cultural factors make it difficult to predict how civilians will behave toward isolated Soldiers. A local population or group opposed to friendly operations make personnel recovery operations more challenging. Groups or individuals supportive of adversary forces enhance the intelligence gathering capabilities of the enemy and increase the threat to isolated persons. Conversely, friendly populations are a boon to allied intelligence and support networks. However, regardless of the population density, modern communications enable anyone to secretly report the sighting of U.S. forces to their enemies.

3-8.   Army commanders at every level are committed to the safety and security of the members of their organizations. They emphasize personnel recovery to prevent Army forces from becoming isolated, missing, or captured and lessen the tactical, operational, and strategic impact of isolation incidents. Commanders and staffs at all echelons must guard against treating personnel recovery as episodic. They must anticipate requirements. Commanders who adequately resource personnel recovery elements with a full-time staff minimize the adverse impact of personnel recovery operations on mission accomplishment. This is especially important in major combat operations, where a robust recovery capability raises troop morale. This is because Soldiers can execute their missions in extremely hazardous conditions with the confidence that they can successfully avoid or contend with isolation incidents.

CAUSES OF ISOLATION INCIDENTS

3-9.   Individuals or groups become isolated for a variety of reasons, including their own behavior, enemy actions, and interaction with the physical environment. Personnel recovery efforts must be effective regardless of the reason or reasons for an isolation incident. Paragraphs 3-10 to 3-15 discuss common causes of isolation incidents. This discussion applies mainly to major combat (offensive and defensive) operations, but also to stability and defense support of civil authorities operations. The categories are flexible and do not exclude other possible causes.

ISOLATION BY FRIENDLY BEHAVIOR

3-10. The most frequent cause of isolation incidents is friendly force behavior, regardless of the situation. The actions prescribed by warning orders, operation orders, or fragmentary orders occasionally expose the force or individuals to unknown, underestimated, or even unacceptable risk of isolation. The information available for supporting situational awareness and decisionmaking may be incomplete or flawed. A leader exercising individual initiative sometimes directs a course of action that leads to isolation, such as deviating from a planned route to take advantage of a just-discovered shortcut. An on-the-spot decision based on available information seems appropriate for an urgent situation, such as autorotating a helicopter with an engine failure. However, it could cause an individual or an aircrew to become isolated from friendly forces and at risk of capture. Subsequent rapid decisions may compound the risk. Leaving the initial site of the isolation to affect self-recovery, avoid enemy contact, or seek medical attention sometimes exacerbate the situation. Rapid decisions may cause forces to become lost. Once isolated, forces do not receive the orders to move, so they stay in a vulnerable location. In major combat operations, the number of these types of isolation incidents is proportional to the number of forces deployed.

ISOLATION BY ENEMY ACTION

3-11. Units sometimes become isolated when an enemy force separates them from other friendly forces. Enemy forces observing the isolation incident race to the scene, seeking to kill or capture isolated Soldiers. Friendly forces race to recover them. If an unassisted evasion or an immediate recovery by friendly forces is not successful, commanders decide whether to mount a deliberate recovery operation. In major combat operations, recovery operations compete for resources with other missions. Commanders weigh the decision with other tactical decisions based on the current situation. They consider the prospects of success against acceptable risk and the possibility of casualties. This decision is among the most difficult a combat leader must make. Should isolated forces wait for the outcome of the current operation, or could a reserve element not yet committed execute the personnel recovery mission? The decision affects the ongoing mission as well as the morale of the organization.

3-12. In major combat, Army forces isolated by hostile action are frequently in the most dangerous personnel recovery situation because they are typically under enemy observation. They may have the means to resist, but if cut off from support for extended periods, they eventually may evade returning to friendly control or even forced to surrender. The personnel recovery structure, especially one strictly based on search and rescue, can become overwhelmed. In these circumstances, extraction by aircraft is generally impractical because of the number of aircraft necessary to move large groups. Furthermore, the presence of enemy antiaircraft and other direct-fire weapons makes airborne recovery dangerous for aircrews. Aircraft shot down during recovery attempts simply add to the number of isolated persons and the complexity of the mission. Recovery of large numbers of Soldiers typically requires ground and air forces in a deliberate attack, counterattack, raid, breakout from encirclement, or other tactical operation supported by intelligence, fires, sustainment, and formal mission command procedures. In effect, personnel recovery becomes the primary mission.

3-13. Enemy action threatens the isolation of more than just friendly armed forces. DOD regulations, instructions, and directives place DOD civilians, DOD contractors, and other designated persons under the protection of U.S. forces. Designated persons may include persons or members of organizations such as friendly militias, volunteers and organized resistance movement members fighting along with U.S. forces, embedded journalists and other media representatives, civilian aircraft and seaborne vessel crews, and members of intergovernmental or nongovernmental organizations. The recovery of these persons is complicated because they are not under the protection of the Geneva Conventions. Enemy forces may not give them the opportunity to surrender if they regard them as outlaws. In this group are those who may spontaneously take up arms to resist the enemy. The enemy may not recognize them as belligerents, but Army leadership may direct their recovery nonetheless. Working with these groups may present significant challenges to the Army force. Their groups may be fragmented. They may not be able to make detailed information readily available for identifying or authenticating their members.

3-14. Prisoners of war are initially isolated persons. All actions taken immediately after capture, before movement to a prisoner of war camp, and after detention, are personnel recovery activities. The Third 1949 Geneva Convention defines this status—while under the control of the detaining force but before entering an incarceration facility—as being a prisoner of war. Any activity, large or small, involved in the repatriation of prisoners of war is considered a personnel recovery operation.

ISOLATION BY THE ENVIRONMENT

3-15. The physical environment, including climatic and weather conditions, can cause groups or individuals to become isolated. Severe climate, inclement weather, biological contamination, chemical pollution, and the damage to terrain from violent combat cause isolation and complicate personnel recovery operations. A fast-flowing or deep river, large lake, wide crevasse, sheer cliff, seemingly impenetrable swamp, or unrelenting mud caused by heavy rain can create or contribute to isolation. Contamination, whether natural such as water infected with *Vibrio cholera*, the cholera bacterium, or manmade contamination such as chlorine gas spilled from a ruptured storage tank, will interfere with movement and contribute to isolation. When large or aggressive enemy formations are present, the situation is especially challenging.

CONDUCTING THE OPERATIONS PROCESS

3-16. Army commanders and staffs conducting the operations process for personnel recovery missions use judgment in applying the principles discussed in chapter 1. Paragraphs 3-17 to 3-23 discuss in detail how they plan, prepare, execute, and assess personnel recovery operations.

PLANNING FOR PERSONNEL RECOVERY OPERATIONS

3-17. Commanders and staffs analyze their operational environments using the operational variables (political, military, economic, social, information, and infrastructure) plus physical environment and time. They analyze specific missions using the mission variables (mission, enemy, terrain and weather, troops and support available, time available, and civil considerations). Higher command echelons ensure their personnel recovery guidance is appropriate for the operational environment. Tactical-level commanders ensure the isolated Soldier guidance is appropriate for the situation on the ground. Several adversary characteristics are important in determining the risk of isolation such as composition, disposition, capabilities, recruitment efforts, level of training, robustness of logistics support, and support among the population.

3-18. Army planners use the Army problemsolving model to focus the personnel recovery planning effort. They define the problem, gather information, develop possible solutions, analyze and select the best solution and implement it. Often this takes the form of the seven-step military decisionmaking process (see FM 5-0).

PREPARING FOR PERSONNEL RECOVERY OPERATIONS

3-19. Well-trained and experienced units typically perform better in the chaos of combat. The desire by commanders and staffs at all levels to protect Soldiers and keep faith with the Soldier's Creed is no substitute for preparation. Preparation for personnel recovery is an integral part of the individual training of each Soldier and the collective training of every Army unit. The foundation of readiness is training. Personnel recovery training for several generations—at least since the Korean War—focused on survival, evasion, resistance, and escape (SERE) training of aircrews and isolated Soldiers. Traditionally, training for the forces as a whole has focused on Code of Conduct instruction. Analysis of the strategic impact of isolation incidents during Operation Iraqi Freedom resulted in a broader approach to provide personnel recovery training to the entire force.

3-20. Commanders ensure the recovery force is ready to execute the recovery mission. They supply the force with necessary equipment, up-to-date intelligence, and information on weather conditions and the status of the isolated persons and other friendly forces providing support. If necessary, they augment the force with air, ground or water assets. They staff the personnel recovery coordination section and augment the current operations integrating cell at senior headquarters with personnel recovery specialists to assist in decisionmaking. Preparation for personnel recovery operations includes mastering the shared personnel recovery proficiencies discussed in chapter 1.

EXECUTING PERSONNEL RECOVERY OPERATIONS

3-21. The personnel recovery section synchronizes and integrates all personnel recovery actions horizontally within the headquarters and vertically within the chain of command. This includes monitoring execution of all personnel recovery tasks: report, locate, support, recover, and reintegrate. Executing a personnel recovery mission centers on the recover task. However, personnel recovery operations are not complete before execution of the reintegrate task. (Appendix A discusses considerations for reintegration.)

3-22. The story of the 507th Maintenance Company during the major combat phase of Operation Iraqi Freedom illustrates the Army personnel recovery methods: unassisted, immediate, external supported, and deliberate. In the morning hours of 23 March 2003, thirty-three Soldiers of the 507th Maintenance Company, including two from the 3rd Forward Support Battalion, entered the city of An Nasiriyah with eighteen vehicles. Due to a navigation error, the convoy became surrounded by enemy forces. During a ninety-minute struggle to fight off the enemy and return to friendly lines, the convoy divided into three smaller groups. Each group had a different personnel recovery experience. The smallest group of six Soldiers in three vehicles evaded roadblocks under fire and returned unassisted to friendly control when it met elements of a Marine tank battalion. The second group of ten Soldiers in five vehicles fought off attacking Iraqi Soldiers, established a defensive perimeter, and treated its wounded. Advancing Marines rescued it in an immediate recovery operation. The final group of seventeen Soldiers and ten vehicles was involved in a vehicle crash under heavy enemy fire and was unable to move to friendly lines. It became fragmented and suffered several members killed, wounded, and captured. On 1 April 2003, special operations forces supported by Marines rescued one of those captured from an Iraqi hospital in an external supported recovery operation. Later in April, the remaining captive members of the convoy, and two captured Apache pilots, were recovered when word of their presence enabled nearby Marines to execute a deliberate recovery operation.

ASSESSING PERSONNEL RECOVERY OPERATIONS

3-23. Commanders drive the operations process. They understand, visualize, describe, direct, lead, and assess. They assess during the plan, prepare, and execute phases of the operations process. Likewise, assessment is ongoing throughout the conduct of personnel recovery operations to determine the progress of the operation and adapt as required. Assessment helps commanders supervise recovery operations to better understand current conditions and determine how the operation is progressing. The commander maintains overall perspective, comparing the current situation to the one originally envisioned. Commanders use information received from subordinates to develop indicators to determine progress toward a successful outcome. When assessment reveals a significant variance from the commander's original visualization, commanders reframe the problem and develop an entirely new plan as required.

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Chapter 4

Considerations for Stability Operations

This chapter discusses general characteristics of stability operations that influence the conduct of personnel recovery. It explains isolation risk and risk reduction strategies. It discusses Department of Defense and Department of State interaction and coordination with other partners.

CHARACTERISTICS OF STABILITY OPERATIONS

4-1. Stability operations have distinct characteristics that influence personnel recovery operations. For example, command and support relationships are frequently varied. Army forces operate under joint command and control, under the control of a multinational force, or under the operational control of a civilian entity, such as Department of State (DOS). They may also operate in conjunction with host-nation forces. Soldiers and other designated persons are out among the population, they are vulnerable to hybrid threats, and they often operate under restrictive rules of engagement or rules on the use of force.

4-2. Army forces conduct offensive, defensive, and stability operations simultaneously. One part of a command may find itself conducting offensive or defensive operations, while another part is establishing civil control, providing support to governance, or training host-nation military forces. Soldiers scattered in remote areas are at increased risk of isolation. Vulnerabilities increase when stability operations require the use of nonmilitary personnel with little or no training in preventing isolation events. Personnel recovery characteristics in stability operations include dealing with local national sovereignty, host-nation security forces, local populations, and intergovernmental and nongovernmental organizations. These factors interact to increase uncertainty and the chance of isolation.

NATIONAL SOVEREIGNTY

4-3. Supporting the national sovereignty of the host nation is an important consideration in any deployment overseas. Nation-states are sovereign within their own territory. Army forces conducting personnel recovery activities do not violate this right. When a functional, effective host-nation government exists, Army and joint forces work with local civil and military authorities. Personnel recovery activities have a greater chance of success when the host nation is permissive and encourages U.S. military operations or is, at least, amenable to the presence of those forces, on or over its territory. The worst-case engagement scenario occurs when the political and security environments are in chaos, the state is in crisis or has failed altogether, and the host nation exercises little or no sovereignty over its territory. Normally, the situation is between these two poles. The host nation welcomes—or at least does not prevent—Army forces but imposes restrictions on their actions in an effort to exercise its sovereignty or make U.S. operations more palatable to its population. The restrictions for personnel recovery overseas fall into several categories.

Force Size

4-4. It is common for nations to desire a light footprint of U.S. forces in stability operations for internal or regional political reasons, especially during foreign humanitarian assistance. The leaders of nations want control of activities within their nation's borders. Nations affected by natural disasters or emergencies prefer to control relief activities, especially those involving other nations. One way to do this is to limit the number of foreign troops on sovereign soil. However, from the Army perspective, a smaller force size may equate to less capability available for personnel recovery operations.

Force Composition and Capability Employment

4-5.   Force composition determines personnel recovery capabilities. All types of forces are not viewed the same by host nations. For many, lightly armed military police in wheeled vehicles are acceptable, while tracked vehicles mounting large-caliber direct-fire weapons are not. In terms of the warfighting functions, sustainment and mission command forces may be welcomed, while movement and maneuver, intelligence, fires, and some protection forces are not. Likewise, local authority may prohibit use of certain weapons systems. For example, the host nation may not permit use of helicopters or Army watercraft useful in personnel recovery, or limit the hours of use.

Length of Stay

4-6.   Host nations generally give U.S. forces a time limit to achieve their mission, granting an extension only after a decision made through the local political process. Conversely, the Army may set a time limit on its own activities in a nation, mindful of the negative consequences of overstaying its welcome. Commanders strive to keep personnel recovery assets as long as possible.

Scope of Operations

4-7.   Wary of the internal political consequences of giving carte blanch to foreign forces, a host nation may limit the scope of Army operations, including personnel recovery activities. For example, Army forces may be allowed to conduct operations against hostile irregular forces but prohibited from entering urban areas.

Restrictions on Government-to-Government Contact

4-8.   In nations with fragile relationships between the central government and subordinate governmental entities, the national government may prohibit or severely restrict Army contact with local or regional authorities. Motivations for this are as simple as a desire to control things from a central location, or involve the complex political relations and long-standing mistrust between potential rivals for national control. Army forces many need to coordinate through a convoluted chain of authority.

Mandatory Use of Local Resources

4-9.   The deployment of a United States force to a nation for stability operations, even for a short time, will affect that nation and region. The economic impact is substantial and creates opportunities for the host-nation government. Understanding this may cause the local authorities to mandate the use of indigenous people, local resources (coal, petroleum, water, foodstuffs), or transportation assets.

Restrictions on Operational Actions and Locations

4-10. The host nation can require the activities of U.S. forces conform to certain procedures, such as conducting operations only in conjunction with local police or military forces. The host nation may curtail or severely restrict common military actions, such as the right of hot pursuit into neighboring countries. They may prohibit U.S. forces from entering certain areas, such as border areas or restricted military operational areas.

HOST-NATION SECURITY FORCES

4-11. Host-nation security forces represent a significant potential for personnel recovery support in stability operations. The Army's relationship with the host nation can be long or short term, depending on the situation. Often the United States has a long-standing bilateral diplomatic, economic, and military partnership with the host nation. In other instances, there is a more recent security cooperation pact with the goal of stabilizing the overseas nation while advancing the national security interests of the United States. In still other situations, an ad hoc relationship exists to address a temporary state of affairs. An example of an ad hoc relationship is one resulting from a response to a natural or manmade disaster. In each, the Army as part of a joint force will conduct synchronization and coordination, and establish liaison with the armed forces, national police, and other internal security forces of the host nation as part of unified action.

4-12. A relationship with host-nation security forces is important for several reasons. They normally have several capabilities important to the location, support, and assistance with recovery of isolated persons. National security forces—police and armed forces—are the first responders. They have elements throughout most of the country, including remote locations where U.S. forces may execute stability tasks. Host-nation security forces are generally politically well connected. They facilitate coordination in case of an isolated person or personnel recovery situation. Wide distribution and political connectivity are important in timely intelligence collection and analysis. The most important relationship is often the U.S. embassy's relationship with the national police and intelligence services. Host-nation internal security forces with knowledge of the country understand the level of risk of isolation to Army forces. They are able to provide advice to mitigate that risk for U.S. forces working in remote areas, or in areas with a high chance of encountering those with hostile intent.

LOCAL POPULATIONS

4-13. There is no empty battlefield. Soldiers interact with the local population in the area of operations. The relationship between Army forces and the local population includes a wide variety of intangible factors such as understanding the culture, perceptions, beliefs, and values of adversary, neutral, or friendly political and social systems. While the local population may have varying reasons to interact with Army forces, host-nation authorities may have many reasons to discourage contact between Army forces and the local population. They can be cultural, religious, economic, or any one of several reasons to limit association. Commanders determine if interaction with the host-nation population should be restricted. For example, restrictions can allow business or operational contact only, with social interactions prohibited.

INTERACTION WITH INDEPENDENT ACTORS

4-14. A number of independent actors influence stability operations. Joint and Army forces in stability operations around the globe interface with entities that possess various experience, resources, mandates, and capabilities. Some global organizations have broad mandates, while local organizations have specific, limited missions. These organizations sometimes provide valuable assistance in personnel recovery.

4-15. Examples of potential partners include the United Nations, the International Committee of the Red Cross, and Doctors without Borders. The United Nations operates in most joint and Army operational areas. The International Committee of the Red Cross serves as an impartial, neutral, and independent organization to protect the lives and dignity of victims of armed conflict and other situations of violence. Organizations such as these develop experience in local environments and can share knowledge of the locale, its people and their customs, and the governmental structures. Additionally, their knowledge networks can be a valuable resource during isolation incidents. Therefore, Army forces at all levels aim to build strong relationships through ongoing cooperation and coordination.

4-16. Many organizations wish to maintain independence and separation from Army forces. However, the objectives of stability operations frequently are the same as those of the independent actors. At the least, reasonable deconfliction of purpose is possible. Frequently, the United Nations, DOS, or the United States Agency for International Development facilitates the interface between Army forces and other intergovernmental or nongovernmental organizations. The interface includes Army efforts to recover or prevent isolation of civilian members of these organizations, when required.

4-17. Commanders do not delay initiating cooperation and coordination in advance of potential isolation incidents. This includes the potential isolation of Soldiers or civilians. They anticipate the need and do not allow inadequate coordination and training to limit effectiveness of recovery operations. They plan how to compensate for differences in communications equipment, signals, training, and procedures. Commanders take into account the makeup of the work force of potential partners.

ISOLATION RISK IN STABILITY OPERATIONS

4-18. For each personnel recovery operation, commanders decide how much hazard to the friendly force and others involved is acceptable. Risks are of several types, each impacting personnel recovery operations. The most common is accidental risk. Military operations are inherently dangerous and the chance of accident is great. Accidents often cause or contribute to isolation. Other types of risk include the presence of a threat from adversary forces, criminal elements, or a hostile environment.

4-19. Stability operations tasks may not require the same level of protection required in major combat operations. However, the commander and staff conduct their risk assessment to determine the probability of an isolation incident occurring and its potential impact on mission accomplishment. For instance, figure 4-1 demonstrates how the risk of a Soldier becoming isolated may be very low, but its impact on the mission may be very high (condition A). Conversely, the probability of an isolation incident may be very high but the immediate impact on the ongoing operation may be very low (condition B). With respect to personnel recovery operations, Army commanders assess the risk, apply control measures, and supervise the process.
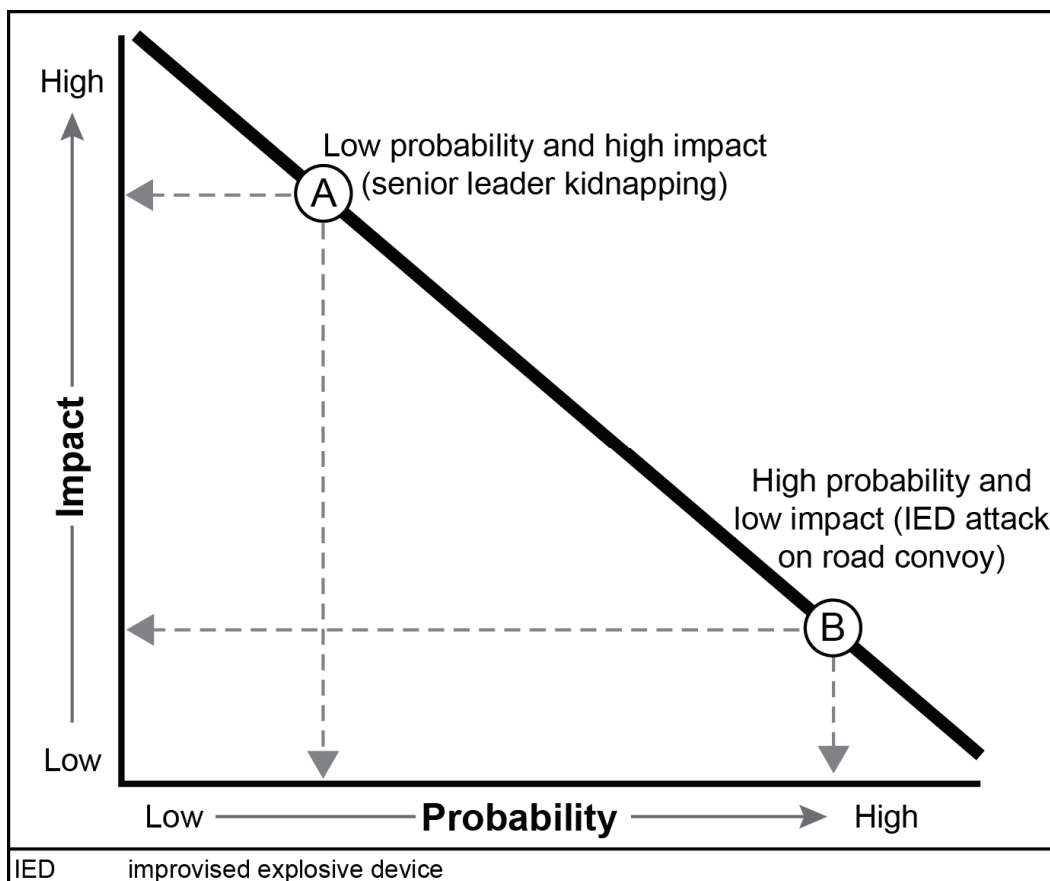
Figure 4-1. Risk curve

4-20. Army forces have broad susceptibility to isolation incidents. The challenge for personnel recovery in stability operations is to have a flexible structure able to respond quickly to an isolation incident with sufficient forces. In most stability operations situations, the final assessment of risk is a judgment call by the commander. The commander takes into account not only the severity of the negative outcome but also its probability. (See FM 5-19 for more detailed information on composite risk management.) The risk of isolation for members of the friendly force is generally proportional to the size of that force and the degree and distance of separation from other friendly forces, including recovery forces. (See figure 4-2, page 4-5, for an illustration of the relationship between force size and isolation.)
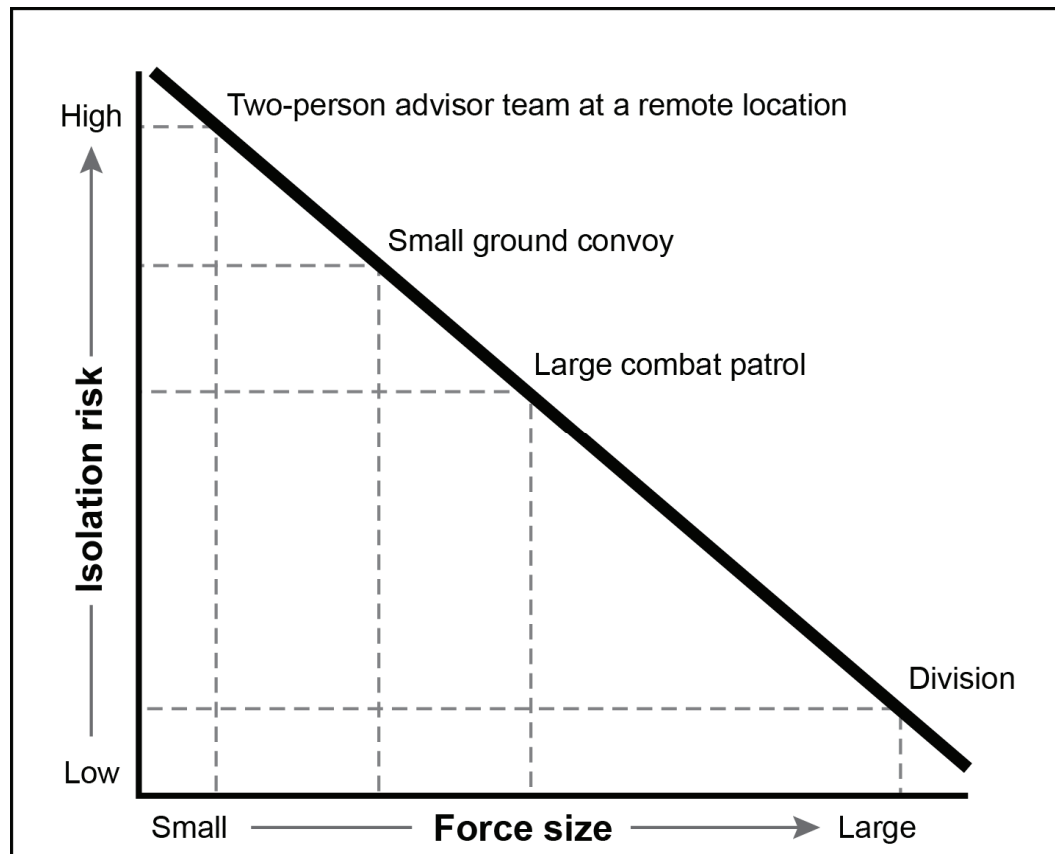
Figure 4-2. Isolation risk

ISOLATION RISK REDUCTION STRATEGIES

4-21. Commanders consider the characteristics of stability operations when developing approaches to reduce the risk of isolation incidents. First, large numbers of Soldiers, Department of Defense (DOD) civilians, contractors, and other designated individuals support stability operations around the world. Individual risk of isolation is usually very low, but the net risk is considerable in context of the number of exposures on a daily basis overseas. Second, because the scope of stability operations is worldwide, the Army personnel recovery structure and training mission are worldwide. Personnel recovery operations with unified action partners are the norm. Third, although isolation risk is highly variable, personnel recovery planners can weight their effort in areas considered high risk. However, in areas of high risk, there are frequently fewer partners to help mitigate the risk. Forces adapt the personnel recovery structure to the operational environment. In addition to providing personnel recovery education and training, commanders use a mix of approaches for risk reduction. These include acceptance, protection, and deterrence.

ACCEPTANCE

4-22. One approach to reducing the isolation risk from hybrid threats is to encourage acceptance of activities of the U.S. Government. The objective in acceptance is to build relationships with local leaders and other authority figures—clerics, elders, teachers, health care providers, and significant members of intergovernmental or nongovernmental organizations. Army forces have long understood that winning the "hearts and minds" of a local population goes a long way to setting the conditions for eventual success and reducing the threat of isolation. This approach takes time.

4-23. At the local level, commanders can prepare mutual agreements between Army forces and local leaders. Special operation forces often use this approach. Such an approach led to the Sons of Iraq awakening movement in Iraq, in Anbar Province in 2005. Sunni Muslim militias collaborated with friendly forces to increase the level of security and reduce the risk of isolation in the region. However, acceptance is conditional and does not lessen the need for protection and deterrent measures.

PROTECTION

4-24. Protection is the use of internal measures to reduce vulnerability. It is primarily passive. This approach emphasizes protection tactics, techniques, and procedures to preserve the force and maximize combat power. Such tasks as training and education in operational security, survivability, health maintenance, safety, and chemical, biological, and radiological defense reduce the vulnerability. An example of a protection measure is the existence of a robust personnel recovery infrastructure, staffed by competent people and interconnected with host-nation and regional governmental authorities. A potential shortcoming of protection measures is that they contribute to a bunker mentality. The force that is fixated on protection looks inward and expends its resources on protection instead of reaching out to accomplish the stability mission.

DETERRENCE

4-25. Deterrence is an external protection measure using the counter-threat of force to discourage adversaries and mitigate isolation risk. Deterrence encourages the perception that Army forces can and will reach out and retaliate against the perpetrators. Deterrence at the individual and small-unit level takes the form of presenting a hard target to a potential adversary. Brigade and below forces seek to convince the adversary that the risk in attempting an attack is not worth the potential benefit. Soldiers and units that always appear vigilant, travel with adequate security, and make use of every technological advantage to identify and track potential adversaries, contribute to deterrence for brigade and below units. At the operational level, a well-advertised, rapid, and aggressive response to a kidnapping may give a clan pause in allowing operations in its district or may convince it to assist in the locate and recover tasks.

4-26. There is a fine line between deterrence and the unnecessary use of force. Even for Soldiers serving at brigade and below, deterrence goes beyond just the use of force. The employment of civil affairs and military information support capabilities, frequent interaction with local tribal and political leaders, and threatening to withhold the benefits of economic cooperation with U.S. forces can discourage action against friendly troops and their mission.

4-27. Not all risk reduction techniques work in all situations, but a combination of measures contributes to the reduction of vulnerability and risk associated with operations in uncertain environments. All isolation risk reduction strategies have a cost. The cost may be in money, in the loss of contact with the local population, or the esteem of the international community. The situation in the presence of a hybrid threat is more complex. Danger from disease, an incipient insurgency, an external military threat from a nearby sanctuary, and an uncooperative host-nation government all call for a combination of risk reduction measures. Regardless of the combination, efforts in risk reduction pay off in increased protection and an improved climate for personnel recovery.

DEPARTMENTS OF STATE AND DEFENSE INTERACTION

4-28. The DOS mission includes helping to build and sustain a more democratic, secure, and prosperous world. All U.S. military forces in the host nation support the DOS mission. The geographic combatant commander coordinates with the chief of mission and the embassy staff. DOS is normally the lead for personnel recovery activities overseas. In a few narrow instances, normally involving an active military joint operations area within a weak and beleaguered host-nation government, DOD takes the lead.

4-29. DOS is the lead for stability operations. The U.S. embassy establishes relationships with a wide range of unified action partners, to support reconstruction and stabilization activities. Partners include host-nation government officials, nongovernmental and intergovernmental organizations, and other groups and individuals who are important in the life of the nation. Important actors include civil, business, and religious leaders (even those in opposition to the government); academics; and the diplomatic corps. Some

of these relationships are formal, such as diplomatic ties, while others are informal, such as those with certain nongovernmental organizations. Access to all these partners supports the effectiveness of the personnel recovery structure within the host nation. In addition, the embassy may maintain informal, indirect, or clandestine contacts with individuals hostile to the existing government.

4-30. The responsibility for recovering isolated persons within a host nation belongs with the government of that nation. Therefore, the goal of the United States Government is to handle all personnel recovery operations diplomatically. However, it uses a whole-government concept of personnel recovery operations. The concept recognizes that all entities of the government have some level of responsibility for the recovery and safe return of isolated and captured U.S. citizens. This includes DOD employees who are host-nation or third country nationals.

DEPARTMENT OF STATE AUTHORITY

4-31. The authority of DOS to command and control personnel recovery operations overseas is found in Sections 4801, 4802, and 4805 of Title 22, United States Code (USC). Section 4801 sets forth the responsibility of the Secretary of State to secure diplomatic operations overseas, to include accountability of U.S. government personnel. It directs the Secretary of State to evacuate U.S. citizens endangered by war, civil unrest, or natural disaster. Section 4802 directs the secretary of state to protect U.S. government personnel on official duty overseas except those under the command of a U.S. military commander and some other exceptions. These responsibilities include security of U.S. missions abroad, development of emergency plans, liaison with overseas private sector security interests, and various training functions. Of special interest is a stipulation to evacuate endangered private citizens. This is the origin of the requirement to recover "designated individuals" whom the embassy chief of mission designates. Section 4805 directs federal agencies to cooperate with the Secretary of State. The secretary may delegate operational control of overseas security functions to other agencies—DOD, for example—but the authority remains with the Secretary of State. The language in this paragraph enables the DOD and its representatives with the U.S. embassies overseas—and geographic combatant commanders—to provide resources to personnel recovery operations in a host nation.

4-32. Other authorizations under Title 22, USC, include Sections 1732 and 4314. Section 1732 directs the President, through DOS, to use all means short of war to obtain the release of captured U.S. citizens held by foreign governments. This language can include those held under the control of groups supported by governments who support their efforts. Section 4314 directs the Secretary of State to fund host-nation law enforcement agencies to protect diplomatic facilities.

4-33. Of the more than 250 U.S. diplomatic missions around the world, the overwhelming majority are in host nations requiring emergency action plans accountable for personnel recovery operations within the host nation. As directed in Section 3927 of Title 22, USC, the chief of mission has authority over all U.S. government elements and representatives in the host country except military forces assigned to the appropriate combatant commander. The chief of mission is the representative of the President in a host nation and is responsible for personnel recovery activities in every case. The chief of mission is usually the ambassador. When no ambassador is appointed, or the ambassador is out of the host nation, the deputy chief of mission assumes responsibility as the chief of the mission.

4-34. The chief of mission establishes a country team composed of the various officers, directors, attachés, counselors, chiefs, and senior government representatives. For personnel recovery operations, the chief of mission and the country team executing responsibilities under Title 22, USC, coordinate with the geographic combatant commander executing responsibilities under Title 10, USC. The objective is to ensure a coordinated response between DOS, DOD, and the host country. Although the chief of mission is responsible for conducting United States personnel recovery operations within the host nation, many of the resources for an immediate or deliberate recovery reside with the geographic combatant commander. In stability operations, the chief of mission coordinates the resources of the diplomatic, military, and civil authorities to execute personnel recovery responsibilities.

4-35. The chief of mission and the embassy staff coordinate with resident defense attachés and the DOS regional security officer. Members of these organizations are normally a part of the country team coordinating recovery activities. The defense attaché is primarily responsible to foster good relations with

the host-nation defense and security establishment. The attachés establish networks within the local military and paramilitary organizations to facilitate rapid response to crises. The diplomatic security service special agents staff the embassy regional security office supervised by a regional security officer. The regional security officer is responsible for the physical, information, technical, and personnel security of the embassy. They assist the Marine security guard detachments, other U.S. military forces assigned to the embassy, contract security guards, and host-nation security, intelligence, and law enforcement services. The team may include representatives of U.S. special operations forces and members of the United States Coast Guard, if they are operating in the host nation. The regional security officer is responsible for arranging training for local national police and security officials. The regional security officer also serves as point of contact and advises U.S. citizens travelling in the host country on safety and security procedures and threats. The regional security officer's everyday contacts with these groups are invaluable in the case of an isolation incident; the contacts are already established.

4-36. The embassy regional security office and its emergency action committee, with the help of the defense attachés, assist the chief of mission to develop the embassy emergency action plan. This tailored plan establishes procedures for contingencies including responding to natural disasters, evacuating embassy and local U.S. citizens, and recovering isolated persons. The typical emergency action plan requires the embassy to conduct periodic crisis management exercises and to maintain a list of the estimated number of U.S. citizens living, working, or travelling in the host nation.

4-37. Concerning personnel recovery, the regional security officer, the defense attachés, and other emergency action committee members develop the protocols within the sections of the embassy and with local law enforcement and security services to expedite a rapid response to any isolation incident. The objective is to leverage the formal and informal connections the embassy has within the host nation. The emergency action plan provides information on contact with local governmental agencies and lists the permanent, semi-permanent, and temporary U.S. government assets available within the host nation to respond to an isolation incident.

4-38. As is often the case, especially in small U.S. diplomatic outposts overseas, the embassy may not have adequate resources to exercise personnel recovery responsibilities. DOS frequently relies on U.S. military forces in those locations. Serving under the operational control of the chief of mission, the geographic combatant commander provides personnel recovery resources.

DEPARTMENT OF STATE PERSONNEL RECOVERY OPERATIONAL CONCEPT

4-39. DOS bases its personnel recovery operational concept on the ideas that prevention and preparation are the keys to mitigating the risk, and the type and degree of risk depend on the location. DOS focuses on preventing isolation and captivity through education, training, and information sharing. Foreign Service officers and other representatives of the United States Government receive extensive training at the Foreign Service Institute before deployment overseas. Included in these courses is information on individual security, environmental threats, hostage awareness training, regional security office operations, and personnel recovery roles and responsibilities. Department-level instruction includes courses on security operations in nontraditional or high-risk environments designed to mitigate those threats. Department-wide education and training combines with specific instruction on contingency planning at the embassy level. The emergency action plan contains a personnel recovery annex. Its instruction includes local nationals and contractors who work at embassies around the world. DOS plans leverage all U.S. government assets, including those of DOD.

DEPARTMENT OF DEFENSE AUTHORITY

4-40. The authority for DOD to conduct personnel recovery operations overseas is contained in Sections 1501 and 1502 of Title 10, USC. Section 1501 invests DOD with the responsibility to investigate and recover missing persons, including actions related to search, rescue, escape, and evasion. This section directs DOD to coordinate with other departments and agencies on all matters concerning missing persons. It defines a covered person as a member of the armed forces who becomes involuntary absent because of hostile action or whose status is undetermined. Further, it identifies covered persons as members of the armed forces, DOD employees, and contractors. Section 1502 stipulates that its components inform DOD within ten days of all missing persons to establish accountability.

4-41.   DOD and its subordinates are responsible for establishing an effective personnel recovery system for military personnel. DOD has authority to recover an isolated Soldier or other designated person within the context of daily military operations. DOS has the lead in all other cases; DOD does not have authority to conduct personnel recovery operations unilaterally. Joint and Army forces conduct stability operations under the authority of the President, in accordance with treaties, conventions, and executive and other agreements; statutory law; and federal and agency regulations. Often joint and Army headquarters can pre-negotiate some of the personnel recovery tasks with the host nation before a major exercise or operation. These may include authority to conduct medical evacuation, immediate search and rescue, use of Blue Force Tracking or personal locater beacons, as well as preventive and protective measures.

4-42. In stability operations, DOD conducts many of the personnel recovery activities with the cooperation of nonmilitary entities. DOD must coordinate with DOS and the host nation to ensure that necessary response capabilities are available. This underscores the need to establish a broad network of relationships in an area of operations, with not only the host nation's security forces, but also the diplomatic, humanitarian, and political organizations. The establishment and nurturing of these relationships are the responsibilities of the DOS and other representatives of the U.S. Government. DOD supports unified action.

4-43. The largest U.S. military entity in a host nation is the Office of Defense Cooperation. All DOD personnel at a U.S. diplomatic mission fall under the leadership of the senior defense officer, including those in the military group and the defense attaché office. Present in embassies where the United States has an alliance or other agreement to provide military assistance, the Office of Defense Cooperation is a DOD organization that provides security assistance and advice to the host nation, supervises programs that strengthen interoperability, serves as the primary point of contact for foreign military sales, and manage other defense-related issues. It is one of the contact points between DOS and DOD.

4-44. In some personnel recovery operations overseas, a special representative of the President or special envoy of the United Nations Secretary General may be involved. Stability operations in the host country remain the responsibility of the chief of mission, who works in close cooperation with the geographic combatant commander to plan, prepare, execute, and assess all efforts. Generally, the geographic combatant commander coordinates with the host-country military forces to execute mutually beneficial operations, while U.S. government representatives implement the nonmilitary aspects of the broader plan or directive.

COOPERATION AGREEMENTS

4-45. Section 4865 of Title 22, USC, directs DOS and DOD to develop a memorandum of agreement on rapid response procedures for the protection of U.S. diplomatic facilities abroad. This agreement provides the framework for cooperation between the two departments. The geographic combatant commander performs assigned tasks, per the agreement between DOS and DOD, and activities coordinated with the chief of mission in a host nation. Generally, the geographic combatant commander exercises command authority through subordinate joint task force commanders or Service and functional component commanders. The responsibilities of DOS and DOD overlap. DOD executes certain programs under the operational control of DOS, such as security cooperation activities. Chiefs of mission and country teams look to the host nation and other partners, such as intergovernmental organizations and nongovernmental organizations, for personnel recovery activities. They also look to the geographic combatant command's joint personnel recovery center and its personnel recovery coordinating cells. The joint personnel recovery center looks to the Joint Personnel Recovery Agency and other entities at DOD and DOS for assistance.

INTERACTION WITH OTHER PARTNERS

4-46. Effective interaction with partners for personnel recovery requires an understanding of the levels of responsibility and complex support relationships. Table 4-1 (see page 4-10) outlines general entities with primary, secondary, and coordinating responsibilities and the typical support relationships among various partners (entities and individuals) conducting personnel recovery in stability operations.

Table 4-1. Partner responsibilities and relationships

Responsibility	Receives support from
Host nation (Primary responsibility)	• Local, regional, and national governments • Security services (military, police, intelligence services, logistics) • Civil society organizations (religious, social services, fraternal organizations, political parties) • Influential private citizens
United States embassy (Secondary responsibility)	• Department of State staff, under the chief of mission • Bureau of Diplomatic Security representatives • Other U.S. government agencies and contractors in the embassy • Military attachés in the embassy • Geographic combatant commander and Service component commanders and staffs • Embedded journalists
Ad hoc partners (No formal responsibility but often called upon to coordinate)	• Regional intergovernmental associations • Multinational forces operating in the host nation • Intergovernmental organizations (headquarters) • Local representatives of intergovernmental, nongovernmental, and national organizations • Local organizations • Local, national, and international media • Other governments with influence in the host nation • Influential persons • Other interested parties

4-47. In addition to coordination within the host nation, the embassy and its various representatives conduct reachback coordination with the departments and agencies of the United States Government. Organizations such as the Central Intelligence Agency, the Federal Bureau of Investigation, the Drug Enforcement Administration, Customs and Border Protection, United States Secret Service, and the Coast Guard can provide intelligence collection capabilities and contacts in the host nation.

4-48. Certain groups and individuals may be willing to assist on humanitarian grounds when persons become isolated, even if they normally avoid direct contact with the U.S. Government and U.S. military forces. Independent actors in the host nation for any number of reasons often accept some responsibility to assist. They may be in the host nation to provide humanitarian relief, economic assistance, or medical missions, for example. They may represent news media organizations. Their main contribution to personnel recovery is information. Their contacts sometimes include those responsible for the seizure of the isolated person or group.

INTERGOVERNMENTAL ORGANIZATION PARTNERS

4-49. Intergovernmental organizations are fully aware of the dangers involved in field operations. They develop capabilities to prevent and respond to isolation incidents. For example, to maintain some control over risk of fieldwork, the United Nations maintains a security office at Lokichokio in northwestern Kenya to track the status of personnel operating in southern Sudan. Intergovernmental organization security manuals normally emphasize that physical security is primarily an individual responsibility. Their security measures include preparation before deployment, coupled with steps to manage risk once in the area of operations. Active measures include education on the local culture, development of a local security plan, thorough in-country orientations, and the use of armed and visible security details. Passive measures include guidance to maintain a low profile and avoid risks that are routine in high-threat areas. When their capabilities are not sufficient to recover members, intergovernmental organizations sometimes request DOS and DOD assistance.

NONGOVERNMENTAL ORGANIZATION PARTNERS

4-50. Nongovernmental organizations are mindful of the danger of field operations. Many of their members register with the local U.S. embassy or consulate, or with local government officials. Most nongovernmental organizations rely, largely, on the goodwill of the local population for safety and security. They attempt to standardize procedures for the safety of their employees, volunteers, and contractors, but rules are difficult to enforce.

4-51. Most look for trained and experienced individuals with the skill set to operate at a remote location. Local hires provide cultural and regional knowledge. However, regarding personnel recovery, local hires have benefits and costs. As members of the local community, they are able to support the information and operational security efforts of the nongovernmental organization. Some are part of conflicts in the community, or they may be connected to adversarial groups.

NEWS MEDIA ORGANIZATIONS

4-52. International journalists risk jail, kidnapping, or death in the course of their profession, particularly in areas of conflict. The danger is not just to the journalists themselves, but also to their staffs and families. The dangers and the risk of isolation become acute in areas with persistent conflict, such as parts of Latin America and Asia. As joint and Army forces conduct global operations, they encounter members of the news media. While not responsible for the protection and security for any except those embedded with military units and organizations, in some situations Army forces conduct operations to recover journalists designated by U.S. authorities. Recovery of journalists provides challenges for joint and Army forces.

4-53. Journalists often have little training in survival, evasion, resistance, and escape techniques. Even those working for large media conglomerates may have had limited training, such as briefings or informal orientations on how to avoid being a target. Their organizations may learn of their capture only when the hostage-takers issue a ransom demand. Some news organizations employ private security details, but it is common for hostage-takers to simply overpower the security force and take the journalist, usually with dire consequences for locally hired staff.

4-54. Occasionally a journalist or media organization will collaborate with U.S. forces for protection. This is never more than an arrangement of personal security. Sections 403 to 407 of Title 50, USC, prohibit anyone with United States or foreign press credentials from formally collecting information or intelligence for U.S. forces. This same section does permit voluntary cooperation if the individual journalists realize that they are providing information to a U.S. intelligence entity. Journalists are never a part of the military forces, but they can be part of the information network. Journalists generally understand the local situation and can volunteer information, including information on their colleagues who are isolated or held hostage.

4-55. Army forces sometimes allow news media representatives to embed, from field Army to platoon level. Embedded reporters can be single individuals or members of a team with camera, sound, interpreter, and security support. Most embedded journalists work either alone or in small teams of two or three. The embedded journalists range from members of small local newspapers with limited distribution in the United States, to representatives of large media conglomerates with a national or global audience. Some media representatives are veterans of multiple worldwide deployments with military formations, while others are traveling abroad for the first time. They vary in their readiness for the hazards or field operations with military units. A few media organizations prepare their representatives with survival, evasion, resistance and escape training. Others send their journalists to the field totally untrained, relying on individuals' previous military training or depending on the unit to provide training.

4-56. However, every combatant command establishes requirements for embedded journalists, to ensure protection and operational security of the military force and the protection of the journalists themselves. Occasionally, a combatant command establishes a basic training course for journalists interested in accompanying the troops. Generally, higher headquarters require embedded journalists to have media credentials, have a visa from the host nation, receive and understand an information packet, and sign a "hold harmless" agreement.

4-57. Uppermost in the mind of joint and Army commanders is the requirement that the journalists do not jeopardize the safety of their Soldiers, either by what they do, or what they are unable to do. Journalistic

"ground rules" affect protection and personnel recovery. Commanders establish ground rules that protect information about operations, friendly force troop movements, tactical deployments, and dispositions that would jeopardize operational security. The intent is to protect Soldiers from the release of information that could potentially threaten their security or safety during operations. The most important stipulation is that the embedded journalists are physically fit, capable of carrying their own equipment, able to withstand the rigors of field operations, and will comply with unit requirements for field operations. Unit requirements include noise and light discipline, rules of engagement, and any other requirements imposed by the local commander. Stipulations normally include a prohibition against carrying personal weapons and filming or recording classified information. In addition, embedded journalists must coordinate with the local public affairs officer.

4-58. Army echelons above brigade headquarters prepare journalists to accompany the force, including for potential isolation. They normally establish a bureau or other formal point of contact to manage the program. The Army headquarters collects vital information about the embedded media representatives and their employers, similar to the information collected through the Army's *PRO-File* data entry system. At the unit level, there is no formal program, but embedded journalists typically receive a general orientation on the operation of the unit and its standard operating procedures. The journalists participate in mission-specific operations briefs and receive the personnel recovery guidance, isolated Soldier guidance, and any evasion plan of action used by unit members. By definition, embedded journalists become a part of the Army units to which temporarily assigned. They are therefore under the force protection umbrella, including personnel recovery.

HOST-NATION GOVERNMENTS

4-59. Not all nations view the isolation of U.S. personnel in the same light. The host nation may contribute to the recovery, choose not to interfere with recovery actions, or prohibit access to the country. Assuming that the host nation takes seriously its responsibility to recover persons and groups isolated on its territory, host-nation governments assist personnel recovery operations as active partners, reluctant participants, or passive nonparticipants.

Active Partners

4-60. Normally, a host nation actively helps recover isolated persons for humanitarian reasons, or because they want to maintain good standing with their allies and the international community. This group normally includes those nations allied with the United States. Government entities in willing host nations facilitate personnel recovery operations by providing logistics and communications support. They place the capabilities of the host-nation security forces at the disposal of the personnel recovery operation, including intelligence and information services. Long-standing diplomatic relations ease the detailed coordination needed to identify, locate, recover, and reintegrate isolated persons. Cooperation makes it easier to marshal the resources necessary to affect the recovery.

4-61. Cordial diplomatic relations may include commensurate military-to-military relations. Whether it is the host-nation military collaborating with the U.S. embassy security assistance office or the defense and other attachés, or a formal bilateral military association based on common interests, the ability to tap the local security apparatus facilitates personnel recovery operations. The host-nation security services may be willing to accommodate the need for permissive rules for the use of force or access to airspace and military facilities. This is especially important for a rapid response when lives are at stake. Active partner military forces are more inclined to conduct search and rescue and mount robust military operations, including the use of special operations forces or other nonconventional means.

Reluctant Partners

4-62. Some nations support the recovery of U.S. persons reluctantly. The host nation may exercise its responsibility to recover isolated persons or groups in a very precise manner, complying with international norms for search and rescue, but fall short of full cooperation. This reluctance may translate into limited assistance from governmental entities such as the security services, restrictions on the use of airspace or landing rights at airfields, and the imposition of extremely tight rules of engagement that inhibit use of military or civil personnel recovery resources. The reluctant host nation may discourage intergovernmental organization, nongovernmental organization, and other civil society elements from full cooperation with the recovery effort.

Passive Nonparticipants

4-63. Some host nations are unwilling to collaborate with the United States. These nations are different from reluctant partners in that they will not actively participate in the recovery of isolated persons. They may provide overflight rights, access to their transportation network, and other relaxations of their national sovereignty, but they will not dedicate governmental, especially security service, resources to assist in recovery, except in the most limited sense. As with reluctant partners, they may discourage intergovernmental organization, nongovernmental organization, and civil society elements from full cooperation with the recovery effort. Changes in circumstances—such as a change in government, reexamination of national interests, or pressure applied by allies—may change to move a passive nonparticipant into a reluctant or active partner. At worst, they may decide to prohibit personnel recovery operations on their sovereign territory. In such cases, solutions must come from diplomacy.

MULTINATION FORCES

4-64. Joint and Army forces frequently operate as part of multinational forces. This cooperation is in a formal command structure such as that of the North Atlantic Treaty Organization (NATO), or in a temporary or ad hoc arrangement such as was found in Multinational Forces Iraq. Combining joint and Army capabilities with multinational partners expands the diplomatic, civil, and military options to achieve success. Concerning personnel recovery, habitual relationships enable the exchange of liaison, establishment of protocols, development of rules of engagement, identification of recovery equipment, testing of procedures, and other actions.

CONTRACTORS

4-65. Contractors include defense contractors and employees of defense contractors and associated subcontractors. Contractors are partners in the conduct of stability operations. Some are U.S. citizens, U.S. legal aliens, third country nationals, and local citizens who deploy with and support the force. Required training for contractors normally includes Geneva Conventions, law of war, general orders, standards of conduct, force protection, personnel recovery, medical care, operational security, antiterrorism, and other subjects. Training for contractors (and DOD civilians) in force protection and personnel recovery readiness normally has three levels:

- *Introductory-Level Training* (Level A). This includes familiarization on isolation and the captivity environment in combat and peacetime, including information on hostage detention.
- *Intermediate-Level Training* (Level B). Level B training focuses on survival in a hostile environment while awaiting rescue, recovery, or repatriation.
- *Advanced-Level Training* (Level C). This is hands-on application of the principles and techniques used in levels A and B.

(For additional information on isolated personnel training policy for DOD contractors and civilians, see DODI 1300.23.)

4-66. The widespread use of contractors is both beneficial and detrimental to potential personnel recovery operations. Many of those hired in the United States to serve overseas are former military members who have survival, evasion, resistance, and escape. Many others may not have any training or experience in survival, including third country national contractor employees. Normally, only Level A training is required for contractor personnel. Personnel recovery planners must consider that most status of forces agreements (SOFAs) that provide protection to military members and DOD civilians do not apply to contractors.

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Chapter 5

Considerations for Defense Support of Civil Authorities

This chapter discusses general characteristics of defense support of civil authorities operations that influence the conduct of personnel recovery. Considerations discussed also include personnel recovery capability periods and commander and staff focus.

CHARACTERISTICS OF DEFENSE SUPPORT OF CIVIL AUTHORITIES

5-1.   The Army provides defense support of civil authorities (sometimes referred to as civil support) when requested, for domestic emergencies, law enforcement support, and other domestic activities. This includes support provided by elements of the Regular Army, the Army National Guard, and the Army Reserve, as well as Department of the Army civilians and Army contractors. The National Incident Management System and the National Response Framework establish the national policy for incident management. This policy applies across local, state, and Federal governments and the military Services. DODD 3025.18 establishes policy for defense support of civil authorities. Army personnel recovery operations conform to the provisions of these policies. (See FM 3-28 for a thorough discussion of Army defense support of civil authorities operations.)

COORDINATION WITH PARTNERS FOR DEFENSE SUPPORT OF CIVIL AUTHORITIES

5-2.   Army commanders and staffs establish ongoing coordination with the appropriate unified action partners, including other Services and civil organizations. This coordination is critical to ensure proper integration of military procedures with civil procedures, and to effect interoperability between military and civilian organizations. The command and control structures and procedures of federal and state military joint task forces facilitate the successful execution of personnel recovery operations. However, commanders cannot assume a high degree of interoperability or the existence of standardized personnel recovery procedures simply because they are working with other Army units and military-like civil emergency management agencies. Prior coordination, training, and habitual relationships offer the best chance for success.

CHALLENGES AND THREATS IN DEFENSE SUPPORT OF CIVIL AUTHORITIES

5-3.   Challenges are many for forces conducting defense support of civil authorities. Federal and state laws and regulations constrain the use of military forces in domestic environments. Coordination with partners, if not established in advance, is difficult to arrange. Frequently, there is little time between notification and deployment, allowing minimal time for detailed planning. Hastily created ad hoc command and control or sustainment structures make the situation unclear. Additionally, Army units typically deploy only parts of units, with limited equipment. Early on, the situation is more volatile and uncertain. Early responding Soldiers begin operations immediately upon arrival. Those unfamiliar with the operational environment may not recognize isolation hazards and inadvertently place themselves at risk. Chemical, biological, radiological, or nuclear hazards could pose a threat. Moreover, criminals could pose a threat to the response force. Destroyed infrastructure and devastated terrain also affect operations.

5-4.   Because of the immature protection situation early in a deployment, unassisted recovery is the norm. This has implications for equipment and training of initial Army responders. They often operate independently at a time when their commanders and staffs may not be able to influence task organization and mission command arrangements for optimal personnel recovery operations. The risks of Soldiers becoming isolated in defense support of civil authorities operations are not to be underestimated.

ARMY DEFENSE SUPPORT OF CIVIL AUTHORITIES TASKS

5-5.   The four primary Army defense support of civil authorities tasks are—

- Provide support for domestic disasters.
- Provide support for domestic chemical, biological, radiological, nuclear, or high-yield explosives incidents.
- Provide support for domestic civilian law enforcement agencies.
- Provide other designated support.

5-6.   Within these primary tasks, Soldiers execute a variety of tasks such as firefighting, responding to civil disturbances, protecting critical infrastructure, or supporting federal and state counterdrug efforts. Each of these tasks has personnel recovery as an implied risk. In a domestic environment, training and equipping only a few specialized categories of personnel, such as aviators and special operations forces, will not significantly mitigate risk to the force.

5-7.   The response to any emergency always begins at the local level and grows from the bottom up, based on the National Response Framework and the National Incident Management System (discussed in FM 3-28). Local first responders initiate response activities. If first responders are unable to manage the situation, they request support through their civil authorities. The first Soldiers to provide assistance are normally state National Guard units. Civil authorities may request support from other in-state National Guard units and neighboring state National Guard units may. As the need grows, so does the response. Eventually, National Guard units from several states, federalized National Guard units, regular Army, and Army Reserve units may become partners in a coordinated response with local, state, and federal civilian partners. Army leadership coordinates the command and support relationships between these military units and local, state, and national civil authorities based on the doctrinal principles in JP 3-28 and FM 3-28.

ACCOUNTABILITY CHALLENGES IN DEFENSE SUPPORT OF CIVIL AUTHORITIES

5-8.   Emergencies present significant accountability challenges. At least initially, Army leaders lack details on the number and type of military responders in the area of operations and precise information about where responders are located. Soldiers potentially disperse across a vast area in small teams. They may work in terrain encompassing multiple local, state and regional jurisdictions. Wide dispersion, coupled with the effects of a disaster, increases the potential of isolation and complicates the personnel accountability challenge. This physical dispersion precludes immediate accessibility to mutual support, and reduces the responsiveness of the mission command infrastructure if isolation incidents occur.

5-9.   Accountability is the immediate challenge, as leaders coordinate the differing civil and military personnel accountability systems. This is difficult because of the desire to respond to the emergency and get right to work. Individuals, units of every size, and their associated headquarters deploy, establish a presence in the operational area, and set up a chain of command. It is during this period when Army and civilian commanders and staffs are unsure of who is working where that the risk of isolation is greatest. The initial need is to establish a personnel recovery structure with a doctrinal foundation, wide-ranging personnel recovery guidance, fully staffed personnel recovery coordination sections, and comprehensive isolated Soldier guidance. Leaders remind Soldiers that the greatest danger of isolation is in this initial deployment.

RESTRICTIONS ON THE USE OF FORCE

5-10. Circumstances of a defense support of civil authorities operation, including associated personnel recovery, may require use of force. Commanders employ the minimum necessary force, in accordance with the rules for the use of force. Rules for the use of force are similar to rules of engagement used by forces in combat, but they are more limiting. In both situations, Soldiers have the inherent right to self-defense. However, the rules of engagement are permissive, while the rules for the use of force are restrictive. The rules for the use of force relate directly to individual Soldier skills. The command develops personnel recovery guidance and isolated Soldier guidance for each operation. The authorization to use lethal force remains with the President for federal military forces (operating under Title 10, United States Code (USC)) and with the governor for National Guard forces not federalized (operating under Title 32, USC). The use of armed National Guard forces from one state to perform civil defense or other law enforcement operations in another state requires a memorandum of understanding on rules for the use of force.

5-11. Limitations on military forces carry over to intelligence collection. Military forces cannot collect intelligence in the United States or its overseas possessions. However, military forces can collect and analyze information provided by law enforcement and other civil organizations. This affects the personnel recovery locate task and the deployment of intelligence assets, such as unmanned aerial systems.

PERSONNEL RECOVERY CAPABILITY PERIODS

5-12. A serious disaster often damages critical infrastructure severely enough to disrupt basic government functions and emergency services. In these instances, communications, transportation, and commerce are degraded, and local response capability is overwhelmed. Local first responders sometimes become isolated. The existing civilian capability naturally focuses on victims. In these transitional circumstances, commanders cannot count on civil resources to augment military personnel recovery capabilities. This is especially significant in the earlier stages of deployment when units may not have their full complement of forces and structures in place. In personnel recovery, mission command capabilities change over time. As shown in figure 5-1, during the life cycle of the Army's response force supporting civil authorities, the ability to report, locate, support, and recover varies widely over time. The cross-section of the response may not mimic the curve shown above, but it generally proceeds through four periods:

- Initial minimum personnel recovery capability period.
- Optimal personnel recovery capability period.
- Residual personnel recovery capability period.
- Final minimum personnel recovery capability period.
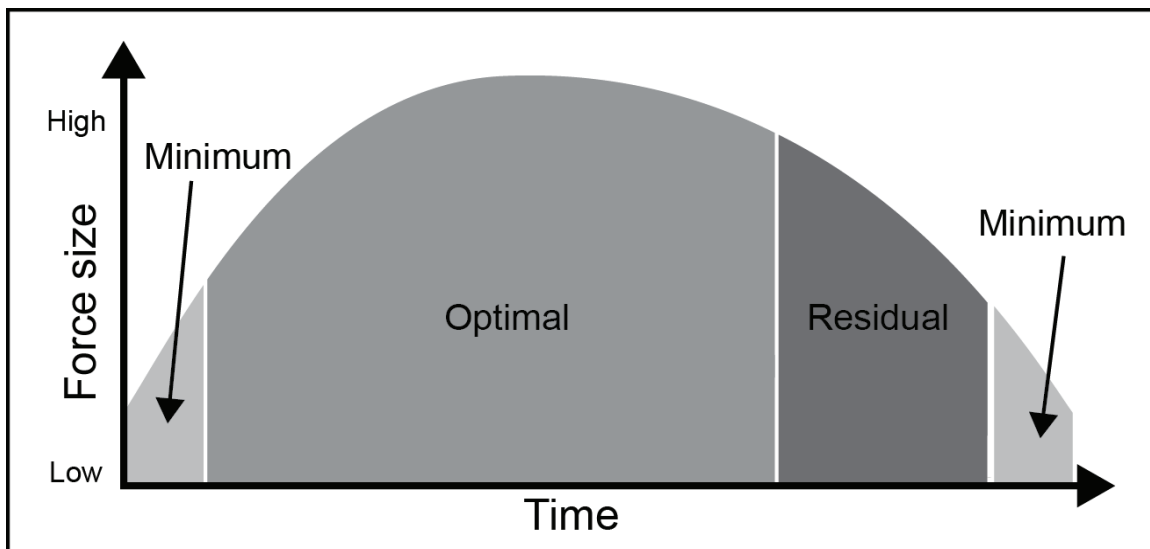
Figure 5-1. Personnel recovery capability periods

INITIAL MINIMUM PERSONNEL RECOVERY CAPABILITY PERIOD

5-13. During this period, response forces are least able to react to isolation incidents. They deal with the confusion of the initial entry when Army forces are establishing themselves in the areas of operations, understanding the magnitude of the disaster, and forming mission command and support relationships with civil authorities. If the cause of the emergency is still present, such as on ongoing chemical spill or a persistent outbreak of disease, this initial period may extend well into the buildup of forces. In this initial period the readiness of the forces to assume the tasks before it and the buildup of the capabilities of the civil authority tiered response depends on firm leadership. The commander establishes the personnel recovery structure, expands it, and the commanders and staffs become familiar with the mission. This is often when the initial isolation incidents occur that force the personnel recovery system to operate.

OPTIMAL PERSONNEL RECOVERY CAPABILITY PERIOD

5-14. This is the longest period during the deployment. Having experienced—and survived—the initial period, the personnel recovery structure is mature, fully staffed, and has probably dealt with isolation incidents so that the response to the report of an isolated Soldier or other designated person assumes the characteristics of a battle drill. During this phase, the commander and staff write operation plans and orders, execute them as required, draft and refine standard operating procedures, and train response forces in personnel recovery.

RESIDUAL PERSONNEL RECOVERY CAPABILITY PERIOD

5-15. During this period, commanders draw down forces in tandem to successful emergency remediation. The systems and procedures refined and exercised during the optimal personnel recovery capability period are still in place, but the attrition of the force by redeployment has removed some of the expertise that characterized the previous period. The personnel recovery system is in place but it lacks the full capability the forces once had.

FINAL MINIMUM PERSONNEL RECOVERY CAPABILITY PERIOD

5-16. In this phase, the conditions are similar to those at the beginning of the response. The transition to local or state control, or another military force may add a measure of confusion to personnel recovery activities. Transitions are always a time of both maximum attentiveness and the greatest confusion. The transition may be from civil authorities to the Army response force, from one Army response force to another or—most probably—a combination of the two. All three of these transitions call for increased awareness of the potential for an isolation incident.

5-17. The length of each period depends on the nature of the emergency. Factors such as the magnitude of the disaster, the duration of the incident, the degree of perceived risk, the training and readiness of the response forces, and the level of cooperation between civil authorities and the Army force concerning personnel recovery determine its length. Regardless of the scope of a task and the discrete periods portrayed in figure 5-1, Army commanders and staffs consider the entire duration in terms of personnel recovery vulnerability and emplace controls to mitigate potential isolation events.

COMMANDER AND STAFF FOCUS IN DEFENSE SUPPORT OF CIVIL AUTHORITIES

5-18. Military units supporting civilian organizations follow military doctrine, including that for personnel recovery. However, they adapt their procedures and liaison arrangements to interface with their civilian counterparts. This is especially important in the case of an isolation incident. In defense support of civil authorities operations, commanders and staffs coordinate the plans and orders of the joint task force with the local, state and Federal authorities before execution. Doctrine emphasizes unity of effort when unity of command is unattainable.

5-19. Army defense support of civil authorities operations typically require small-unit operations that call for immediate decisions by junior leaders who often do not have the time or capability to confer with senior leaders. Leaders strive to make isolated Soldier guidance clear, appropriate and current. Tactical leaders may have the clearest picture of the operating environment, but they may not always have the capability to contact higher headquarters due to physical or procedural impediments. Regardless of the scope or size of the operation, coordination and role delineation are a critical factor in successful personnel recovery operations. With smaller units operating in a decentralized and dispersed deployment, this coordination is critical because the response to the isolation incident and the recovery of the isolated person may occur solely based on the organic assets of the local responder. In effect, the civil leadership, their staff, and their operational entities at that level become the personnel recovery focal groups and become a part of the personnel recovery structure for any recovery effort. Both civil authorities and Army leaders prepare their organizations to act in response to an isolation incident by fully assessing isolation risk for each mission. They reduce that risk through task organization, mission command, equipment, and education and training.

5-20. In defense support of civil authorities operations, commanders coordinate personnel recovery activities with the supported civilian agency and joint and Army headquarters. They address critical issues, such as communications and procedural interoperability, mission priorities, recovery assets, roles and responsibilities, and information flow. Army commanders provide focused personnel recovery guidance and isolated Soldier guidance to mitigate the expected complexity from the beginning to the end of an incident response. Especially in the early phases of operations to help civil authority, commanders and staffs stress personnel accountability and integrate Army personnel status reporting with civilian incident management systems. Regardless of any other personnel recovery support or interagency coordination, deploying units plan for personnel recovery operations that maximize self-sufficiency and self-reliance. Leaders maintain situational awareness in the area of operations, and prepare to execute immediate and deliberate recoveries operations as necessary. Frequently, isolated Soldier guidance in a defense support of civil authorities situation will read more like lost hiker guidance than combat isolated Soldier guidance.

5-21. Commanders incorporate personnel recovery into planning, especially if they are supporting a local responder and higher military headquarters have not yet deployed. Because of the physical separation between headquarters, it is difficult to nest commander's intent and communicate guidance at all levels to ensure actions are consistent throughout the chain of command. In these instances, subordinate commanders develop and disseminate isolated Soldier guidance and identify recovery assets, whether they are under military or civilian authority. Interoperability with civil and military organizations facilitates mission command, including the integrating of information management and airspace command and control.

5-22. The time constraints of early response by military forces will initially influence the composition of the defense support of civil authorities force. Some unit warfighting capabilities may not deploy as part of the response force and, therefore, will not be available for personnel recovery operations. Incomplete staff reduces the ability of a commander to visualize the area of operations through running estimates. This is particularly important as it relates to the application of information and intelligence. Information obtained from civil authorities supports planning for the personnel recovery missions by defining the threats potential isolated persons may face, as well as the threats a recovery force may encounter.

5-23. Early in a deployment, there will be limited ability for civilian and military organizations to maintain situational awareness and facilitate requisite reporting and accountability. Initial military deployments often consist of medical, logistics, search and rescue, and infrastructure repair assets. This early emphasis on rescue and relief capabilities limits a commander's options for identifying and tasking a recovery force. The infrastructure degradation also reduces the staff's communication and coordination effectiveness and limits the recovery force's maneuver options.

5-24. Commanders adjust and disseminate updated guidance as the situation on the ground develops, and ensure that civilian and military leaders and their staffs receive modifications to the isolated Soldier guidance. Tactical commanders require adequate time to refine guidance from higher echelons as it pertains to their missions and their specific area of operations. The result of the process is increased situational awareness and understanding of isolated personnel incident response.

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Appendix A

Checklists

This appendix discusses using checklists for personnel recovery operations. It presents sample checklists for setup and execution. It provides additional considerations for reintegration.

SETUP CHECKLIST FOR ECHELONS ABOVE BRIGADE

A-1. In a complex organizational activity such as personnel recovery, a checklist assists in executing the tasks to standard and recording completion. The information provided in this appendix is only a guide to support checklist development.

A-2. The personnel recovery coordination section is responsible for coordinating all staff activities related to personnel recovery. It identifies, integrates, and monitors execution of personnel recovery responsibilities, both specified in execution documents and implied in day-to-day operations. Depending on the echelon, the personnel recovery coordination section coordinates with the geographic combatant command's joint personnel recovery center, adjacent personnel recovery coordination sections, and the personnel recovery staff officers and others at lower echelons of command. Depending on the situation, the personnel recovery coordination section also liaisons with numerous unified actions partners. The sample checklists and considerations in this appendix cover the range of personnel recovery activities, from initial setup to the transition of formerly isolated individuals to initial reintegration.

A-3. The sample setup checklist shown (see figure A-1, pages A-1 to A-2) for the personnel recovery coordination section at echelons above brigade Army unit headquarters (division, corps, and theater Army) also may be used as a guide for the personnel recovery officer at brigade level and the staff officer at battalion.

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1. **Administrative setup.**

   a. Task organize. *Select the staff of officers and noncommissioned officers with the appropriate area of expertise, and augment as required. Assign based on expected risk. Include a director, a deputy director, and controllers.*

   b. Develop a work schedule. *Consider 24-hour operations, the potential for split-based operations (personnel recovery expertise at a main command post and a tactical command post or other mission command facility), and the requirement to accompany the commander or a recovery force while staffing a personnel recovery coordination section at the protection or the movement and maneuver cell.*

   c. Obtain reference documents. *Establish a reference library with hard copy and electronic copies of the necessary documents to maintain situational awareness. Include theater, command, and unit standard operating procedures. Maintain a master list; include regulations, plans, orders, points of contact, and instructions.*

   d. Check computers and communications equipment. *Establish a direct or shared access to voice, image, and data systems to support situational awareness. Conduct the required user training. Identify the points of contact for equipment support. Establish liaison with the operators of other systems, including all Army and partner systems.*

   e. Set up a personnel recovery identification system. *Use the command personnel recovery coordination section standard operating procedure or other source documents. Establish a system for tracking the activities of the personnel recovery coordination section to support situational awareness, to meet recordkeeping requirements, and to support after action reviews.*

   f. Establish display protocols. *Develop the necessary display items for the personnel recovery coordination section, for all types of media in use by the command. Include information on available personnel recovery assets and information on potentially isolated, missing, or captured persons. (Examples of items include logs, maps, coordination requirements, and procedures.)*

Figure A-1. Personnel recovery sample setup checklist for echelons above brigade

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(**Administrative setup**, continued)

g. Review procedures. *Review the standard operating procedures and other information sources, including templates for various report and message formats per Field Manual 6-99.2.*

h. Conduct training. *Conduct orientation and training for personnel recovery coordination section members and associated liaison personnel. Coordinate with the chief of operations and the chief of protection to have personnel recovery activities included in mission readiness exercises and other pre-deployment or mission rehearsals.*

i. Develop point of contact list. *Obtain and maintain contact information of all personnel recovery organizations. Develop procedures for 24-hour contact of those with personnel recovery expertise in the command post and throughout the chain of command.*

2. **Personnel recovery structure.**

a. Conduct initial coordination. *Coordinate with organizations in the personnel recovery structure, including those at the joint personnel recovery center, Department of State regional security office, and adjacent and subordinate military personnel recovery staff elements. Contact other unified action partners that have expressed a willingness to assist.*

b. Coordinate with the functional and integrating cells and other staff elements. (*See ATTP 5-0.1 for doctrine on command post cells.) Coordinate appropriately for the echelon. Weight the main effort with available people to cover all components of the mission command facilities. Ensure persons representing the personnel recovery coordination section in functional and integrating cells are knowledgeable in personnel recovery doctrine and capabilities.*

(1) Intelligence cell. Coordinate with the chief of intelligence for intelligence and information from unified action partners. (The theater-level joint personnel recovery center coordinates theater-level intelligence support with the combatant commands.)

(2) Movement and maneuver cell. Clarify the authority and responsibility of personnel recovery specialists with respect to this functional cell and then maintain a close relationship with it.

(3) Fires cell. Become familiar with the activities of the fire support element, the field artillery intelligence officer, and the electronic warfare sections of the cell. Coordinate for fires to fix enemy forces, to confuse and disorient potential threats, and to provide the fires portion of the common operational picture.

(4) Sustainment cell. Coordinate with the sustainment cell (including logistics, personnel, financial management, engineer, and surgeon sections) to facilitate the personnel recovery task each supports. (The importance of coordination with the sustainment cell is second only to movement and maneuver.)

(5) Protection cell. Maintain situational awareness and close coordination with the other sections of the protection cell (air and missile defense; chemical, biological, radiological, and nuclear; engineer; operations security; personnel recovery; force health protection; explosive ordnance disposal; and provost marshal).

(6) Mission command cell. Coordinate with the network operations elements of mission command to maintain the necessary communications systems, especially those dedicated to personnel recovery activities and connections with unified action partners. Exploit civil affairs and military information support operations capabilities to reinforce the mission narrative so isolated persons stand a better chance of self-recovery.

(7) The integrating cells (current operations, future operations, and plans). Coordinate with the integrating cells as needed for situational awareness. At a minimum, maintain hourly contact with current operations cell as it tracks operations. Provide expertise to the plans cell to support decisionmaking and ensure personnel recovery is a part of plans and orders.

(8) Personal, special, and coordinating staff elements. Coordinate support needed from personal and special staff.

(9) Working groups, boards, and meetings. Coordinate with collaborative groups established for the command post.

c. Coordinate with unified action partners. *Coordinate with personnel recovery staff officers and their equivalents in partner organizations. Conduct liaison with the host-nation governmental and military organizations and the Department of State regional security officer, depending on the echelon of command. Determine the command's authority, responsibilities, restriction on action, and procedures for personnel recovery.*

3. **Information requirements.**

a. Determine roles and responsibilities of the personnel recovery coordination section. *Determine exactly what the commander wants the section to do and how it should function as part of the overall mission.*

b. *Establish answers to specific questions, including—*
(1) Who has the authority to direct a recovery operation?
(2) Who can terminate a recovery operation?
(3) Who is in charge of post recovery reintegration at the command level?
(4) Who maintains the authentication information from DD Forms 1833, *Isolated Personnel Report (ISOPREP)*, and evasion plans of action?
(5) What are the current available air, ground, and maritime personnel recovery forces?
(6) Where are the critical personnel recovery locations? (Transload locations for recovered personnel, medical treatment facilities, reintegration facilities, and recovery force commander location.)
(7) What are the responsibilities of the personnel recovery points of contact at higher, lower, and adjacent headquarters in the chain of command?

c. Validate communications information. *Ensure effective information management, including the use of personnel recovery contact lists, call signs, survival radio, and other frequencies or systems.*

Figure A-1. Personnel recovery sample setup checklist for echelons above brigade, continued

CHECKLIST FOR EXECUTION

A-4. The personnel recovery coordination section and other elements of echelon-above-brigade Army headquarters respond according to the unit's standard operating procedures, the current operation order, and the latest changes to the order issued in the fragmentary order. The execution checklist shown (see figure A-2, pages A-3 to A-4) is only a guide.

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1. **Report.**

    a. Receive the report. *Establish communication with the movement and maneuver cell current operations section and the protection cell to receive the initial report and subsequent reports. Record receipt of the report or reports.*

    b. Transmit the report, and alert all personnel recovery elements. *Alert the points of contact. Coordinate with the movement and maneuver cell current operations section to alert the on-call or designated recovery force of a potential mission. Inform all nodes of the personnel recovery structure.*

    c. Gather information. *Establish situational awareness.*

        (1) Determine—
            (a) Date/time group of the initial report.
            (b) Who-what-where-when-why-how of the incident.
            (c) Evasion plan of action location and contents.
            (d) Reported medical and behavioral health condition of isolated persons.
            (e) Capability of isolated persons to self-recover.
            (f) Ability of isolated persons to survive.
            (g) Practical needs, such as communications, survival evasion aids, signaling devices, and clothing or footwear.

        (2) Analyze the DD Forms 1833, *Isolated Personnel Report (ISOPREP)* data for information on the isolated person or persons and their readiness to contribute to their own recovery.

        (3) Determine the validity of the report by contacting the current operations section or the appropriate unit or organization of isolated persons. Determine if isolated persons are under observation by hostile forces or the local population.

        (4) Obtain updated intelligence on the incident.

        (5) Review the current operation order and the latest fragmentary order, and develop situational awareness of the area of operations.

    d. Request support. *Determine needed augmentation of personnel, equipment, or materiel for round-the-clock operations during the incident or incidents.*

2. **Locate.**

    a. Confirm the location of the isolation incident. *Coordinate with the movement and maneuver cell current operation section and the appropriate unit or individual to verify the incident. Coordinate for continued monitoring of isolated persons.*

    b. Establish communication. *Determine exactly how communication with isolated persons is being maintained.*

    c. Continue gathering information about the situation. *Provide input to a fragmentary order or operation order to execute the recovery.*

        (1) Identify the source of location information, such as local observation, intelligence collection, or an isolated person.

        (2) Find out exactly how the source established the location of the isolated person or persons, such as last-known point, Global Positioning System, or map estimation.

        (3) Identify the forces on-scene and nearby forces.

        (4) Cross-cue intelligence capabilities and other disciplines, such as national, theater and joint, or component assets.

        (5) Obtain the personnel recovery word of the day, letter of the day, number of the day, and personal information provided by unit.

    d. Maintain communication with all nodes of the personnel recovery structure. *Continue to facilitate situational awareness and decisionmaking and enable rapid adaptation.*

Figure A-2. Sample checklist for executing personnel recovery

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3. **Support.**

      a. <u>Ascertain the continued viability and mobility of isolated persons</u>.

      b. <u>Establish control measures</u>. *Establish air, ground, and fire control measures to ensure isolated persons are safe.*

      c. <u>Re-authenticate</u>. *Refer to data from the* DD Forms 1833, *Isolated Personnel Report (ISOPREP), and information provided about the current mission by the unit. Follow appropriate authentication procedures.*

      d. <u>Update isolated Soldier guidance</u>. *Determine if isolated persons know the isolated Soldier guidance and if they can execute it unassisted.*

      e. <u>Coordinate physical and behavioral support</u>. *Ensure isolated persons receive life-sustaining support such as food, water, survival gear, radios, weapons and ammunition by any possible means.*

      f. <u>Continue recovery planning</u>. *Support a personnel recovery working group, if established, and support the plans and future operations integrating cells as they develop the execution documents.*

      g. <u>Identify family support</u>. *Determine how to provide support to the family of any isolated person.*

4. **Recover.**

      a. <u>Plan</u>. *Develop or support plans and orders. Confirm responsibilities and determine who will control the mission, who from the personnel recovery coordination section will accompany the recovery force (if required), and how personnel recovery specialists will monitor the operation.*

      b. <u>Prepare</u>. Synchronize, support, and monitor preparation of all participating organizations for recovery and reintegration.

      c. <u>Execute</u>. Monitor the operation through situation reports and other information sources. Coordinate preparation for reintegration.

5. **Reintegrate.**

      a. <u>Confirm readiness</u>. *Refer to the appropriate operation order. Prepare personnel, facilities, and material to support reintegration activities. Guide other organizations supporting reintegration.*

      b. <u>Conduct reintegration</u>. *Ensure supporting organizations provide all appropriate and necessary reintegration support for recovered persons. Tasks include—*

          (1) Move persons to a secure location.
          (2) Conduct initial processing, including attending to the comfort and welfare of recovered persons.
          (3) Provide personnel and facilities for debriefings.
          (4) Provide medical support.

      c. <u>Follow up</u>. *Monitor ongoing reintegration tasks even as concurrent missions continue with other tasks. Tasks include—*

          (1) Implement and complete the reintegration plan.
          (2) Monitor medical and behavioral treatment.
          (3) Monitor various debriefings.
          (4) Monitor the returning formerly isolated persons to their family, or to duty, or both.

6. **Conduct post-operations activities.**

      a. <u>Conduct after action review</u>. *Assess operations and share results of after action review with the commander and staff of the headquarters and subordinate leaders and staffs.*

      b. <u>Disseminate lessons learned</u>. *Make lessons learned available to the chain of command, to other personnel recovery organizations, and to organizations such as the Center for Army Lessons Learned.*

      c. <u>Prepare and store operational records</u>. *Follow pertinent regulations and standard operating procedures for recordkeeping.*

Figure A-2. Sample checklist for executing personnel recovery, continued

ADDITIONAL REINTEGRATION CONSIDERATIONS

A-5. Reintegration is complex and can be a prolonged activity. No single personnel recovery coordination section conducts all reintegration tasks. Even with augmentation, the personnel recovery coordination section seldom is adequately staffed to accomplish all the tasks required, especially for specialized areas of expertise such as medicine, psychology, family sociology, public affairs, religion, finance, and law. Types and timing of support needed depend, to a large extent, on the physical and psychological condition of recovered persons. Successful reintegration depends on effective coordination by the personnel recovery coordination section.

A-6. Initial reintegration actions are to secure recovered individuals, provide basic life support, and transport to a processing facility, normally at a division, corps or theater Army headquarters. Subsequently,

the focus is in-theater activities to provide remedial medical, behavioral health, and spiritual care. The goal is to restore recovered persons to good health so they can return to their unit or organization. Additional intelligence debriefings may occur. Family reunions are possible at this point. Individuals may return to the United States to reunite with family or for medical and behavioral health care, possibly long-term.

A-7. The on-scene commander bases reintegration team composition on the situation and the number and condition of the recovered persons. A short, relatively trauma-free isolation may require only local team members, while other situations require a large team with more specialties for long periods. Depending on the situation, family contact initially may be limited. Commanders determine when and how to include family members.

A-8. The commander determines who has access to recovered persons. The reintegration team controls public affairs and news media access, if necessary, based on the commander's guidance. Casualty assistance and family assistance representatives contact families. These representatives may request the personnel recovery coordination section to help arrange a reunion with family members when appropriate.

A-9. Two general considerations for reintegration are quickly assessing the condition and needs of recovered persons—referred to as status determination—and arranging transportation. The recovery force makes an initial status determination and communicates recovered persons' status to its headquarters, the appropriate movement and maneuver current operations section, and the reintegration team. The personnel recovery coordination section coordinates with the recovery force or the current operations section to arrange transportation of recovered persons to locations where reintegration activities will begin. This may require a combination of transportation modes. The personnel recovery coordination section ensures a security force and a knowledgeable escort (briefed by the personnel recovery coordination section) accompany recovered persons to the point where reintegration activities begin.

A-10. A seamless transition from recovery force to reintegration team facilitates an effective return to duty or reassignment. The personnel recovery coordination section ensures members of the reintegration team greet recovered persons at the handover point and begin medical, behavioral health, and life-support services without delay. The personnel recovery coordination section and the reintegration team inform the returnees about what to expect.

A-11. The reintegration team develops a debriefing schedule, including locations, times, and appropriate content and participants, depending on the situation. Debriefing subjects typically include tactics, intelligence, personnel recovery, and criminal investigation. Debriefing requires proper documentation. Recovered persons sign a DD Form 2810, *Personnel Recovery Debriefing Statement.* Recovered individuals and all persons participating in reintegration sign Standard Form 312, *Classified Information Nondisclosure Agreement.* The team ensures recovered persons receive needed medical and behavioral health care before conducting debriefings. The reintegration team, with the help of the personnel recovery coordination section, gathers basic biographical information from recovered persons, the associated data from DD Form 1833, *Isolated Personnel Report (ISOPREP)*, and unit records to facilitate their understanding.

A-12. The reintegration team collaborates with medical and behavioral health experts to determine if recovered persons are ready to conclude reintegration activities. If individuals are considered ready for duty, the reintegration team consults with the appropriate authorities and recommends their return to duty. The personnel recovery coordination section continues to coordinate reintegration activities until the commander determines they should end. Regardless of the next step for recovered individuals, after completing reintegration, the personnel recovery coordination section arranges transportation. The chain of command and human resources representatives determine final duty status for Soldiers.

A-13. The personnel recovery coordination section is responsible to document fully each isolation incident and its aftermath, including reintegration activities. This important task is challenging because a personnel recovery coordination section may be simultaneously tracking and supporting all five personnel recovery tasks for concurrent incidents. Reintegration activities take place at medical, behavioral health, and other facilities at many different locations. The chain of command will want to know about the status of recovered Soldiers. In addition to ongoing monitoring and documentation of reintegration, the personnel recovery coordination section maintains readiness for the next isolation incident. This generally involves working with the plans or future operations integrating cells of the headquarters mission command facility to contribute to contingency planning and the handing over of plans from one cell to another.

A-14. Department of Defense agencies or contract organizations will participate in the reintegration of civilians who work for them. Civilians have different legal statuses under international law, especially if they are not United States citizens. Representatives of the other governments or international corporations may be involved. Coordination with other governments is the responsibility of Department of State. Regardless of citizenship or organization, the personnel recovery coordination section recommends to the chain of command final reintegration activities for recovered civilians.

Appendix B

Reports and Formats

This appendix discusses reports and formats used for personnel recovery operations. It begins by providing guidelines for preparing an evasion plan of action. Next, it briefly discusses the isolated personnel report. It provides a sample personnel recovery appendix (appendix 2 to annex E) for Army operation plans and orders. Finally, it lists doctrinal message formats normally used.

GUIDELINES FOR PREPARING AN EVASION PLAN OF ACTION

B-1. Before executing a mission, units sometimes prepare an evasion action plan to establish how an individual or group intends to evade capture in case of becoming isolated. It is a "bottom-up" information document that units prepare in advance, to inform the chain of command how isolated persons intend to behave. Aviators, special operations forces, ground convoy leadership, and small teams working in remote locations and combat outposts should prepare evasion plans of action. Units preparing evasion plans of action refer to the current air tasking order and accompanying special instructions for aviation personnel. The personnel recovery section of the unit standard operating procedure and the current operation order or fragmentary order also give necessary information. Commanders adjust the evasion plan of action content, depending on the situation. The theater commander may dictate specific requirements. An evasion plan of action typically discusses identification, planned route of travel and waypoints, immediate evasion actions, extended evasion actions, supplementary information, communications and authentication information, and other information considered useful for the situation.

B-2. Identification information includes—
- Name, rank, social security number or service number, and duty position of unit members.
- Mission number, unit, date, and aircraft, vehicle or convoy call sign or identifier.

B-3. Planned route of travel and waypoints information includes—
- Direction of travel, route points, distance, and heading.
- Evasion plans for each part of the journey or activity.

B-4. Immediate evasion actions to be taken for the first 48 hours if uninjured include—
- Actions for hiding near the aircraft or vehicle.
- Rally points.
- Travel plans, including distance, pace, and time.
- Intended actions and length of stay at initial hiding location.

B-5. Immediate evasion actions to be taken if injured include—
- Hiding intentions.
- Evasion intentions.
- Travel intentions.
- Intended actions at hiding locations.

B-6. Extended evasion actions to be taken after 48 hours include—
- Destination (such as recovery area, mountain range, coast, border, or friendly forces location).
- Travel routes, plans, and techniques (either written or drawn).
- Actions and intentions at potential contact or recovery locations.
- Recovery contact point signals, signs, and procedures (written or drawn).
- Back-up plans, if any, for the above.

B-7. Communications and authentication information includes—

- Duress word, number, color, or letter of the day, month, or quarter, or other current authentication codes.
- Available communications and signaling devices—type and quantity of radios, programmed frequencies, encryption code, quantity of batteries, type and quantity of flares, beacons, mirrors, strobe lights, other.
- Primary communication schedule, procedures, and frequencies (initial and extended contact procedures).
- Backup communication schedule, procedures, and frequencies.

B-8. Other useful information includes—

- Survival, evasion, resistance, and escape training previously completed.
- Weapons and ammunition.
- Personal evasion kit items.
- Listing of issued signaling, survival, and evasion kit items.
- Mission evasion preparation checklist.
- Clothing, shoe size, and resupply items.
- Signature of reviewing official.

B-9. Supplementary information includes anything contributing to the location and recovery of isolated persons.

ISOLATED PERSONNEL REPORT (ISOPREP)

B-10. All Soldiers, Army civilians, and Army contractors authorized to accompany the force complete DD Form 1833, *Isolated Personnel Report (ISOPREP),* before deploying or going on temporary duty overseas. Army personnel submit the ISOPREP through the *PRO-File* data entry system at https://medinah.sed.apg.army.mil/PRO-File/ (also available through Army Knowledge Online). The ISOPREP contains personal data known only to the individual and is used by recovery forces to authenticate an isolated person. When completed, the form becomes confidential. Each ISOPREP becomes part of a database so commanders can access the information when needed.

PERSONNEL RECOVERY ANNEX FORMAT

B-11. Personnel recovery information may be contained throughout the execution documents used to direct Army operations: operation plans, operation orders, and fragmentary orders. This appendix describes the personnel recovery concept of operations and responsibilities for execution. The appendix can be subdivided to illustrate the entire personnel recovery structure. Plans and orders must follow the doctrinal format established in ATTP 5-0.1. (See figure B-1, pages B-3 to B-5, for an example of a personnel recovery appendix.)

[CLASSIFICATION]

(Change from verbal orders, if any)

Copy # of ## copies
Issuing headquarters
Place of issue
Date-time group of signature
Message reference number

Include heading if attachment is distributed separately from the base order or higher-level attachment.

[Attachment type and number/letter] [(attachment title)] TO [higher-level attachment type and number/letter, if applicable] [(higher-level attachment title, if applicable)] TO OPERATION PLAN/ORDER [number] [(code name)] [(classification of title)]

References: *List documents essential to understanding the appendix, including maps, charts, standard operating procedures, and doctrinal references. List any other applicable document that provides essential information for conducting personnel recovery operations. Refer to higher headquarters' operation plan or operation order and identify map sheets for operation (Optional).*

Time Zone Used throughout the Appendix: *State the time zone used in the area of operations. If personnel recovery units will operate in different time zones, use Greenwich Mean (ZULU) Time.*

(U) Task Organization: *Describe the organization of available personnel recovery forces. Refer to Annex A of the operation plan or operation order (Task Organization) if they are stated there.*

1. (U) <u>Situation</u>**.** *Include information affecting personnel recovery operations not covered in paragraph 1 of the operation plan or operation order, or that needs to be expanded in more detail. Cover special personnel recovery conditions of the operational environment in the subparagraphs.*

    a. (U) <u>Area of Interest</u>. *Describe the area of interest as it impacts personnel recovery. This subparagraph is important because personnel recovery operations may cross unit and international boundaries. Refer to Annex B (Intelligence) and Annex C (Operations) as required.*

    b. (U) <u>Area of Operations</u>. *Describe the area of operations, including map references for both paper maps and those on digital systems. Subparagraphs give detail. Refer to Appendix 2 (Operations Overlay) to Annex C (Operations).*

        (1) (U) <u>Terrain</u>. *Describe aspects of the terrain that impact personnel recovery operations. Cover those terrain features that may contribute to isolation such as rivers, mountains, swamps, forest cover and other terrain that is difficult to traverse or impossible to drive over, thereby canalizing evasion activities. Refer to Tab A (Terrain) to Appendix 1 (Intelligence Estimate) to Annex B (Intelligence) as required.*

        (2) (U) <u>Weather</u>. *Describe the aspects of the climate (such as cold, heat, humidity, wind) and the current and forecasted weather—including precipitation—that may affect operations. Refer to Tab B (Weather) to Appendix 1 (Intelligence Estimate) to Annex B (Intelligence) as required.*

    c. (U) <u>Enemy Forces</u>. *Identify all threats and their capabilities as well as associated environmental conditions that can cause isolation. Describe hybrid threat disposition, location, strength, and probable course of action regarding the isolation of friendly forces. Discuss the recent experience of enemy forces in isolating friendly forces, including the taking of hostages, or intelligence indicating a threat to isolate friendly forces. Discuss the enemy forces and their expected courses of action or capabilities that may influence support and recovery force operations. Describe the attitude of the local population toward friendly forces and, especially to individual or small groups of evaders. Refer to Annex B (Intelligence) as required.*

    d. (U) <u>Friendly Forces</u>. *Describe friendly forces, including host nation and multinational partners with their expected capabilities to assist in personnel recovery of friendly forces. List the designation, location, and outline of the plan of higher, subordinate, adjacent, and other personnel recovery assets. Include an assessment of the willingness of these units to contribute to personnel recovery operations.*

[page number]
[CLASSIFICATION]

Figure B-1. Personnel recovery appendix example

[CLASSIFICATION]

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e. (U) <u>Interagency, Intergovernmental, and Nongovernmental Organizations</u>. *Identify and describe other organizations in the area of operations that influence personnel recovery operations. Include anticipated coordination with the Department of State regional security office, local U.S. embassy crisis response center, or other United States government mission. Describe the interface between Army forces and organizations such as the International Committee of the Red Cross and United Nations. Discuss how information is exchanged and updates are received. Refer to Annex V (Interagency Coordination).*

f. (U) <u>Civil Considerations</u>. *Describe important aspects of civil society in the area of operations that affect personnel recovery activities. Use the memory aide ASCOPE (areas, structures, capabilities, organizations, people, and events). Refer to Annex K (Civil Affairs Operations) as required.*

g. (U) <u>Attachments and Detachments</u>. *List units attached or detached only as necessary to clarify task organization. Refer to Annex A (Task Organization) as required.*

h. (U) <u>Assumptions</u>. *List the assumptions used in the development of the personnel recovery parts of the operation plan and this annex.*

2. (U) <u>Mission</u>. *State the personnel recovery activities supporting the base operation plan or order mission with a short description of the "who, what, when, where, and why" of the operation. The "how" is part of the concept of the operation. The overall mission can be in support of another mission or a personnel recovery-specific mission.*

3. (U) <u>Execution</u>. *Describe how the commander intends to accomplish the personnel recovery activities in support of the overall mission of the unit, using the warfighting functions as a template.*

a. (U) <u>Scheme of Personnel Recovery</u>. *Describe the manner in which subordinate units cooperate to accomplish personnel recovery operations, including phasing and principle tasks. In a word picture, describe how the operation will proceed, including support from unified action partners. Discuss the part played by specialized personnel recovery assets from other Services and special operations forces (for unconventional assisted recovery). Normally, described in terms of shaping, decisive, and sustaining operations. It can be one paragraph or several, depending on the complexity of the personnel recovery mission. Explain how each element of the force will cooperate to accomplish the personnel recovery tasks, and how it is tied to supporting the personnel recovery operations of higher, lower, and adjacent units as they execute the tasks for the intended purpose. Use subparagraphs as necessary, based on what the commander considers appropriate, the level of command, and the complexity of personnel recovery operations. Refer to Annex C (Operations) as required.*

b. (U) <u>Tasks to Subordinate Units</u>. *List by specific subordinate unit those personnel recovery tasks not contained in the base order. State the personnel recovery tasks assigned to each unit that reports directly to the issuing headquarters. Each task must include what the task is, who performs the task, when it must be performed, where it will occur, and why the task is assigned. Use separate paragraphs if the mission is complex and has phases, or assigns a large number of tasks to the various units supporting personnel recovery. Duplicate tasks from the base plan or order here for clarity.*

c. (U) <u>Coordinating Instructions</u>. *List the personnel recovery tasks applicable to two or more units not covered by unit standard operating procedures. These may be tasks not in the base order or repeated for clarity. List the rules of engagement. Include special considerations for rules of engagement regarding recovery of Department of Defense (DOD) civilians and DOD contractors. For defense support of civil authorities, discuss rules for the use of force instead of rules of engagement. Describe the specific measures not included in the unit standard operating procedures to mitigate risk during personnel recovery operations. Risk reduction control measures discussed here are normally unique to the personnel recovery operations and not included in unit standard operating procedures. Describe characteristics of the physical environment that may endanger the isolated individuals or recovery forces. Include characteristics such as the consequences of chemical, biological, radiological, nuclear, and high-yield explosive activities, or disasters.*

[page number]
[CLASSIFICATION]

Figure B-1. Personnel recovery appendix example, continued

[CLASSIFICATION]

[Attachment type and number/letter] [(attachment title)] TO [higher-level attachment type and number/letter, if applicable] [(higher-level attachment title, if applicable)] TO OPERATION PLAN/ORDER [number] [(code name)]—[issuing headquarters] [(classification of title)]

These can include those in the base order, for emphasis. Refer to Appendix 5 (Environmental Considerations) to Annex G (Engineering). List the commander's critical information requirements that are unique to personnel recovery operations and not addressed in the base order. List the essential elements of friendly information unique to personnel recovery operations and not addressed in the base order. Identify physical locations important to the personnel recovery situation to the isolated individual and the recovery force. Refer to Annex E (Protection) and its appendixes, as required.

4. (U) Sustainment. *Describe the concept of sustainment, including priorities of sustainment by unit or area. Include the logistics, human resources, health services support, and financial management considerations that influence personnel recovery operations. Sustainment information should include the support provided by host nations, multinational forces, and other unified action partners. These can be discussed in one paragraph or separate paragraphs, depending on the situation and the complexity of personnel recovery operations support that are not covered in the base order and other annexes and their appendixes, tabs, and exhibits. Refer to Annex F (Sustainment) and Annex P (Host Nation Support) as required.*

5. (U) Command and Control.

    a. (U) Command. *Describe the command structure for the personnel recovery operation if not addressed in the base order and other annexes. Include the personnel recovery organization—joint personnel recovery center, component cells, and Army personnel recovery coordination section—at senior levels of command, and information about the personnel recovery staff officers at lower echelons. State the location of key personnel recovery leaders, including the recovery force commander. Identify the personnel recovery liaison requirements not covered in the unit's standard operating procedure. Include liaison requirements for host-nation, multinational, and lower, adjacent, and higher echelons involved in personnel recovery operations.*

    b. (U) Control. *Describe where the commander intends to be during any personnel recovery operation, including the location, support, and recovery tasks. Describe the employment of personnel recovery-specific command posts. Discuss the location of the recovery force commander during the transitions, as the formerly isolated person or persons are handed over to higher echelons of command.*

    c. (U) Signal. *Describe the concept of communications support, echelonment of signal nodes, and movement of signal assets in support of personnel recovery operations. List signal instructions and practices that are not specified in the unit's standing operating procedure. List the reports germane to personnel recovery included in the unit standing operating procedure, in FM 6-99.2, or other sources. The most common reports include the Accident/Serious Incident Report, Search and Rescue Incident Report, Search and Recovery Situation Summary Report, Personnel Status Report, and Casualty Report. Refer to Annex H (Signal) as required.*

ACKNOWLEDGE: *Include this only if the appendix is distributed separately from the base order.*

<div align="center">[Commander's last name]
[Commander's rank]</div>

[Authenticator's name]
[Authenticator's position]

Either the commander or coordinating staff officer responsible for the functional area may sign attachments.

ATTACHMENT: *Include tabs if required to expand the discussion of the appendix. List tabbed attachments.*

DISTRIBUTION: *Show only if distributed separately from the base order of a higher-level personnel recovery appendix. Distribution may be restricted if there are issues of operational security.*

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Figure B-1. Personnel recovery appendix example, continued

REPORTS AND MESSAGE FORMATS

B-12. Situational awareness of personnel recovery activities depends on standardized reports and message formats used by the unit standard operating procedure according to FM 6-99.2. Reports normally associated with personnel recovery include—

- *Accident/Serious Incident Report (SIR).* Used to provide information on an event of importance to the commander and staff and normally requiring action, including logging events in a manual or automated DA Form 1594, *Daily Staff Journal or Duty Officer Log,* or similar log.
- *Casualty Report (CASREP).* Used to report casualty information to higher headquarters. The information includes the status of the casualty (killed, wounded, and missing) and degree of seriousness. Casualties can be temporarily reported duty status whereabouts unknown for up to ten days. When there is not sufficient evidence to determine the status of persons unaccounted for, the unit reports their status on DA Form 1156, *Casualty Feeder Card,* as "duty status whereabouts unknown" (recorded as DUSTWUN). Units maintain the status of missing persons as "DUSTWUN" for up to ten days. After ten days, the command determines the individual's duty status as killed, missing, or captured.
- *Commander's Situation Report (SITREP).* Used to report on an event to higher headquarters, providing commanders and staffs with sufficient information for the receiving mission command facility to act on the report. The action can range from logging the information to directing a response.
- *Operation Report (OPREP).* Used to report a situation to higher headquarters and identify the recommended or intended course of action in response to the event. Commands and staff can also use the OPREP to provide a status update.
- *Personnel Status Report (PERSTAT).* The primary accountability document of operational and tactical Army headquarters, used to provide higher commanders and staff information on the personnel of the unit.
- *Search and Rescue Incident Report (SARIR).* Used to provide higher headquarters the details of a search and rescue event. The information can be similar to that in the SITREP or OPREP, but highlights the isolation incident.
- *Search and Rescue Request (SARREQ).* Used to request assistance from higher headquarters for a personnel recovery operation. Although the current format focuses on the use of aviation assets, the narrative portion can be used to expand the request to include ground or maritime assets.
- *Search and Rescue Situation Summary Report (SARSIT).* Used to coordinate, summarize, terminate, or provide other information on a personnel recovery effort.

B-13. In addition to basic information such as date, time, and location, units reporting isolation incidents gather as much pertinent information as possible. Examples of information to include when reporting isolation incidents include—

- Cause of the isolation incident.
- Status of isolated persons, such as captured, wounded, or lost.
- Last-known location of isolated persons.
- Service, unit, group, nation, or organization to which isolated persons belong.
- Number of isolated persons.
- Identifying and authentication information from the DD Form 1833, *Isolated Personnel Report (ISOPREP),* or the Service, unit, group, nation, or organization to which isolated persons belong.
- Isolated Soldier guidance or evasion plan of action established before the isolation incident.
- Probability of self-recovery (high, medium, or low) and reasons for the probability estimate.
- Other factors, such as survival equipment and training, weapons, food and water, navigation, signaling devices, language skills, or physical condition.
- Personnel recovery efforts to-date.
- Type of assistance required, such as a personnel recovery force, a search and rescue mission, or casualty assistance.

Appendix C

Sample Aids to Recovery

This appendix discusses determining contents of evasion kits. It introduces sample items to consider including in evasion kits. Finally, it summarizes potential types of personnel recovery systems and aids for commanders and staffs, recovery forces, and isolated individuals.

DETERMINING CONTENTS OF EVASION KITS

C-1. Commanders determine what items will be provided in Soldiers' evasion kits, depending on the environment and the risk. Evasion kits—

- Are tailored to specific units, missions, and personnel recovery plans, when possible.
- Fit the area of operations and its specific environmental conditions.
- Are assembled for individuals.
- Supplement issued survival and signaling equipment.
- Emphasize survival, signaling, and surface navigation.

C-2. A basic evasion kit may contain the following items:

- Signal mirror.
- Infrared black glint tape with hook and pile tape fastener.
- Distress marker light with infrared filter.
- Emergency whistle.
- Signal panel.
- Compass.
- Chemical lights (infrared, blue, yellow, green, red).
- Global Positioning System receiver.
- Signal light (three infrared and two green).

SAMPLE ITEMS TO CONSIDER FOR EVASION KITS

C-3. Paragraphs C-4 to C-15 highlight items commanders consider including in evasion kits.

EVASION CHART

C-4. An evasion chart assists isolated personnel to evade capture and survive in hostile territory by providing a means to navigate to a selected area for evasion or to a recovery point. The evasion chart often is developed from 1:250,000-scale joint operations graphic charts. When joint operations graphic charts of a particular area are not available, 1:500,000-scale tactical pilotage charts are substituted. The evasion chart is produced on a very strong, tear-resistant, waterproof material. Tailored to individual environmental areas, the evasion chart is a unique, multipurpose product that combines standard navigation charts with evasion and survival information.

C-5. A typical evasion chart contains information on navigation techniques, survival medicine, environmental hazards, personal protection, water and food procurement, and color pictures of edible and poisonous plants. Additionally, the evasion chart is overprinted with a camouflage pattern similar to the natural ground colors of the area. The evasion chart may aid the isolated person in hiding (i.e., when used as a shelter) or to identify the evader when contacting friendly forces in a hostile area. Evasion charts can be ordered through the Joint Personnel Recovery Agency (JPRA) (http://www.jpra.jfcom.mil).

VISUAL LANGUAGE TRANSLATOR

C-6. Visual language translators are language aids containing selected English phrases and pictures opposite a pictograph translation in a foreign language. Also called pointee-talkees, the user selects the English phrase to communicate and points to the translation of the phrase beside it. Specifically designed to be culturally, religiously, and ethnically sensitive, a visual language translator supplies foreign language messages or images likely to be needed by an isolated person. It often uses graphic representations, and is designed for use by those who cannot read their own language. Visual language translators can include phonetic pronunciations of the appropriate phrases. The visual language translator is designed to be small enough to fit into a cargo pocket in a Soldier's uniform. The isolated person may augment the visual language translator by making drawings and signs to help communicate needs. The personnel recovery products program manager, with the assistance of the Joint Chiefs of Staff executive agent, develops visual language translators as soon as the need is identified. Visual language translators can be downloaded from the JPRA Web site. Visual language translators are available in about 160 languages, and the list is growing.

SURVIVAL RADIOS AND SIGNALING DEVICES

C-7. Personnel recovery signaling device requirements are redundant, active and passive, day and night, visible, infrared, and multispectral. Isolated persons can use a variety of devices to indicate location. They can be issued or devised on the spot. They can be technical and sophisticated or simple and improvised.

C-8. The International Cospas-Sarsat Programme (http://www.cospas-sarsat.org) provides accurate, timely, and reliable distress alert and location data to help search and rescue authorities assist persons in distress. The system reduces the time required to locate a distress alert, increasing the probability of survival of an isolated person. The program operates a satellite system capable of detecting distress alert transmissions from radio beacons that comply with program specifications and performance standards. The program cooperates with the International Civil Aviation Organization, the International Maritime Organization, the International Telecommunication Union, and other international organizations to ensure the compatibility of distress alerting services with the needs, standards and recommendations of the international community.

Combat Survivor Evader Locater

C-9. The combat survivor evader locator is the Department of Defense (DOD) program of record for joint search and rescue. Combat survivor evader locator provides global coverage for DOD forces worldwide. It minimizes the search aspect of a personnel recovery mission by providing recovery forces with precise geo-positioning information and secure, over-the-horizon and line-of-sight, two-way data communications capabilities. These capabilities enable joint personnel recovery centers (JPRCs) and recovery forces to locate, authenticate, and communicate with isolated personnel in near real-time, anywhere in the world. To be completely effective in both the combat and training environments, combat survivor evader locator radios must be registered with the appropriate agencies. Each radio provides a unique identifier within the personnel recovery system through the International Cospas-Sarsat Programme. Management and registration with the appropriate agencies, such as the JPRC and certain personnel recovery coordination sections, can refine the search area and speed the recovery process for properly identified isolated personnel.

Personal Locator Beacon

C-10. A personal locator beacon is a radio transmitter with two-way speech capability that emits a passive signal. It is carried in the survival vest of Army aviators and other designated personnel. A personal locator beacon has a homing capability to assist recovery forces to locate the beacon. Personal locator beacons, along with the airframe-mounted emergency locator transmitter, operate on a radio frequency compatible with the Cospas-Sarsat system. Much like the combat survivor evader locator radio, each personal locator beacon must be registered and managed with the JPRC or a specific personnel recovery coordination section to ensure accurate and timely rescue. This ensures it is uniquely identified within the joint personnel recovery system. Certain infrared marker beacons can use any sequence of flashes (including Morse code) up to four seconds long to be programmed into the unit. The advantage of these models is the ability to

code many beacons with different codes, enabling anyone to be distinguished from a group. Marker beacons are useful for personal identification, landing strip marking, cache marking, and vehicle tagging. They can operate underwater or through clothing, such as in a pocket.

Glint Tape

C-11. Glint tape is very sensitive infrared-reflecting cloth used for identification. Glint tape can be viewed with passive night-vision equipment and is highly visible to active infrared equipment. Evaders and downed aircrews use glint tape as an emergency night signaling device to mark their locations for infrared-sensor equipped aircraft. Glint tape is lightweight, durable, and very reliable. However, glint tape is susceptible to being obscured by smoke, dust, or precipitation.

Glow-in-the-Dark Tape

C-12. Glow-in-the-dark tape infrared flags are available for all North Atlantic Treaty Organization (NATO) and multinational partners. The flags are backed with a Velcro hook and are designed to mate with supplied Velcro pile sewn to military field and flight uniforms. Flags are generally attached to the shoulder of the field or flight uniform. Glow-in-the-dark tape flags are designed to provide covert combat identification of friendly forces when viewed through night-vision goggles and when illuminated with infrared light. The uniquely designed red, white, and blue U.S. flags reflect both infrared and visible light. All other flags only reflect light from an infrared source such as the infrared diode in standard night-vision goggles.

C-13. A special variety of glow-in-the-dark tape is used for the covert combat identification of troops, vehicles, and equipment. The most common use is to prevent fratricide. To the naked eye, the tape appears to be similar to black duct tape in both texture and finish, without a visible reflective glow. When illuminated with the infrared diode on standard night vision goggles, tape gives a bright reflection clearly visible up to 70 meters away. The bright reflection from an infrared laser can be seen up to 900 meters using a six-power night-vision scope.

BLOOD CHITS

C-14. A blood chit is a small sheet of material with a U.S. flag and a statement in several languages printed on a lightweight and durable material, indicating that the United States Government will reward anyone assisting the bearer to safety. When validated, it represents an obligation of the U.S. Government to provide compensation to the claimant for services rendered to evaders. A blood chit is unclassified, but is tightly controlled and accounted for by serial number so an adversary cannot take the chit and use it to interfere with Army operations. They are typically issued to joint and Army and other designated persons assigned to missions with a high risk of isolation. A blood chit can be used in addition to the visual language translator when the isolated person is confronted with someone illiterate in the languages printed on the chit. Blood chits are not intended for general issue. Individuals must have blood chit training (which is confidential) before blood chits are issued. Normally, the only place to receive blood chit training is at one of the Service survival, evasion, resistance, and escape Level C training facilities. Blood chits are issued only to U.S. military, DOD civilians, and some other government agencies that have memorandums of agreement with JPRA for their use. Currently, blood chits are not issued to contractors.

CONSIDERATIONS REGARDING AIDS FOR COMMANDERS AND STAFFS, RECOVERY FORCES, AND INDIVIDUALS

C-15. Code of Conduct training and the basic Soldier skills taught in initial entry training and subsequent reinforcement provide a foundation for dealing with isolation incidents. In addition, commanders and staffs, recovery forces, and individual Soldiers need to be aware of systems and aids available to support personnel recovery. (See table C-1, page C-9, for examples of systems and aids potentially useful to support operations.)

Table C-1. Sample systems and aids for commanders, staffs, recovery forces, and individuals

Commander and Staff Systems	Recovery Force Aids	Individual Aids
Maneuver Control System Tactical Airspace Integration System Advanced Field Artillery Tactical Data System Air and Missile Defense Workstation Battle Command Sustainment Support System Integrated Meteorological System Global Command and Control System–Army Digital Topographic Support System Digital Common Ground System–Army COSPAS* search and rescue satellite-aided tracking	Secure communications radios HAVE QUICK frequency hopping radio Very high frequency FM (frequency modulation) Very high frequency AM (amplitude modulation) Ultra high frequency High frequency Satellite communications Precision navigation equipment Planning and collaborative software Portable Flight Planning System Direction-finding equipment for locating survival radios Combat survivor evader locater Specialized recovery equipment Rescue hoists Extraction tools Internet chat	Individual Soldier guidance Communications capability Combat survivor evader locator Signaling devices such as mirror, signal panel, whistle, glint tape, infrared marker, signal strobe, flare, firefly, and chemical lights Navigation equipment Global Positioning System Compass Location equipment Visual language Translator Blood chits Survival equipment Evasion charts Personal recovery kit
cosmicheskaya sistyema poiska avariynch sudov – space system for search of distressed vessels (Russian satellite system)		
Note: The use or mention of any commercial or private organization's name or trademark and the organization's services by the Army does not express or imply an endorsement of the sponsor or its products and services by the Army.		

Glossary

SECTION I – ACRONYMS AND ABBREVIATIONS

AFDD	Air Force doctrine document
ATTP	Army tactics, techniques, and procedures
CALL	Center for Army Lessons Learned
DA	Department of the Army
DOD	Department of Defense
DODD	Department of Defense directive
DODI	Department of Defense instruction
FM	field manual
ISOPREP	isolated personnel report
JP	joint publication
JPRA	Joint Personnel Recovery Agency
JPRC	joint personnel recovery center
NTTP	Navy tactics, techniques, and procedures
SOP	standard operating procedure
USC	United States Code

SECTION II – TERMS

intergovernmental orgainzation

An organization created by a formal agreement between two or more governments on a global, regional, or functional basis to protect and promote national interests shared by member states. (JP 3-08)

joint personnel recovery center

The primary joint force organization responsible for planning and coordinating personnel recovery for military operations within the assigned operational area. (JP 3-50)

nongovernmental organization

A private, self-governing, not-for-profit organization dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society. (JP 3-08)

personnel recovery*

(Army) The sum of military, diplomatic, and civil efforts to prevent isolation incidents and to return isolated persons to safety or friendly control.

personnel recovery coordination cell

The primary joint force component organization responsible for coordinating and controlling component personnel recovery missions. (JP 3-50)

recovery force

In personnel recovery, an organization consisting of personnel and equipment with a mission of locating, supporting, and recovering isolated personnel, and returning them to friendly control. (JP 3-50)

reintegrate

In personnel recovery, the task of conducting appropriate debriefings and reintegrating recovered isolated personnel back to duty and their family. (JP 3-50)

unified action

The synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort. (JP 1)

References

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These documents must be available to intended users of this publication.

JP 1-02. *Department of Defense Dictionary of Military and Associated Terms (as amended through 15 July 2011).* 8 November 2010.

FM 1-02. *Operational Terms and Graphics (incl C-1).* 21 September 2004.

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These documents contain relevant supplemental information.

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Center for Army Lessons Learned (CALL) Handbook 09-25, *Army Personnel Recovery.* February 2009.

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(Find Air Force doctrine at http://www.cadre.maxwell.af.mil.)

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NAVY DOCTRINE

(Find Navy doctrine at https://ndls.nwdc.navy.mil.)

NTTP 3-50.1. *Navy Search and Rescue (SAR) Manual.* April 2009.

UNITED STATES LAW

(Find United States law at http://uscode.house.gov/lawrevisioncounsel.shtml.)

Title 10. United States Code. Armed Forces.

Section 1501. System for accounting for missing persons.

Section 1502. Missing persons: initial report.

Title 22. United States Code. Foreign Relations and Intercourse.

Section 1732. Release of citizens imprisoned by foreign governments.

Section 3927. Chief of Mission.

Section 4314. Extraordinary protective services.

Section 4801. Findings and purposes.

Section 4802. Responsibility of Secretary of State.

Section 4805. Cooperation with other Federal agencies.

Section 4865. Security requirements for United States diplomatic facilities.

Title 32. United States Code. National Guard.

Title 50. United States Code. War and National Defense.

Section 403-7. Prohibition on using journalists as agents or assets.

WEB SITES

International Cospas-Sarsat Programme. http://www.cospas-sarsat.org.

Joint Personnel Recovery Agency. http://www.jpra.jfcom.mil.

PRO-File. https://medinah.sed.apg.army.mil/PRO-File/.

PRESCRIBED FORMS

None.

REFERENCED FORMS

DA Form 1156. *Casualty Feeder Card.*

DA Form 1594. *Daily Staff Journal or Duty Officer's Log.*

DA Form 2028. *Recommended Changes to Publications and Blank Forms.*

DD Form 1833. *Isolated Personnel Report (ISOPREP).*

DD Form 2810. *Personnel Recovery Debriefing Statement.*

SF 312. *Classified Information Nondisclosure Agreement.*

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Entries are by paragraph number unless indicated otherwise.

By Order of the Secretary of the Army:

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