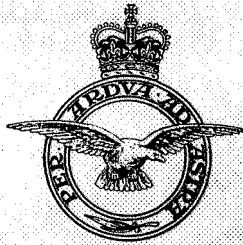


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ROYAL AIR FORCE  
MANUAL

# ORGANIZATION

AIR MINISTRY  
DECEMBER 1954

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A.P. 1301  
(2nd Edition)

ROYAL AIR FORCE  
MANUAL

# ORGANIZATION

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Promulgated for the information and guidance of all concerned.

*By Command of the Air Council,*

*J. H. Barwell .*

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AIR MINISTRY  
DECEMBER, 1954

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*APPENDICES*

- "A"—Defence Organization
- "B"—Some Joint Service Committees
- "C"—Air Ministry
- "D"—Organization of a Typical Formation Headquarters
- "E"—Organization of a Typical Operational Station
- "F"—Air Ministry Signals Staff Organization
- "G"—Supply Organization at Home
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## *INTRODUCTION*

1. All officers should acquire a thorough knowledge of the contents of this manual, which outlines the organization of the Royal Air Force from Air Ministry down to station level. It should be read in conjunction with A.P. 1300 (Principles of Air Warfare) and A.P. 837 (Manual of Administration). These three books provide a basis for the study of the Royal Air Force as a fighting service, together with its detailed administration.
2. The various operational roles and specialized functions are dealt with more fully in the appropriate manuals.

# ORGANIZATION

## CHAPTER 1

### ADMINISTRATION

1. This publication is concerned only with the organization of the Royal Air Force, but before this can be examined, it is necessary to study briefly the other principles of administration, in order to show that a sound organization does not necessarily ensure sound administration.
2. Administration may be defined as the arrangement and use of resources, both personnel and material, to assist a commander to achieve his aim. It will be clear from this definition that administration cannot be an aim in itself. It must have an aim and this is for the commander to decide. The job of the administrator is to arrange and use the resources at his disposal to achieve the commander's aim.
3. There are two essential features of efficient administration :—
  - (a) Efficient planning.
  - (b) Efficient organization to carry out the plan.

#### Planning

4. **Investigation.** Once the administrator knows the commander's aim, he must first decide what resources of men and material are necessary to carry it out. He must find out what resources are available, and if these resources are already engaged or committed for another task, how best to arrange the change-over. This process is defined as Investigation.
5. **Forecasting.** The next step is to take account of future events, future requirements, and future availabilities. Without this, unforeseen emergencies are certain to arise and affect the carrying-out of the commander's aim.
6. **Making the Plan.** Once the resources are known, and account has been taken of the future, planning can start. The essence of planning is that it must be a plan to *do* something. It is essentially a practical thing—a problem of method.

#### Organization

7. Once the plan is complete, an organization is needed to put it into effect. An organization can be defined as a systematic arrangement of men and material for a definite purpose. ~~The purpose of organization is to so arrange and use the resources available that the commander's aim is achieved.~~ The basic principles of efficient organization are :—

- (a) Definition of responsibility.
- (b) Unity of command.
- (c) Span of control.
- (d) Delegation of authority and responsibility.
- (e) Rational assignment.

8. **Definition of Responsibility.** To organize is to define what activities are necessary for the purpose to be achieved, and to arrange these

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activities in groups which may be assigned to individuals. It is therefore a first principle of organization to define the various responsibilities of individuals in the organization. This must be done to ensure that each part of the organization does not overlap with the rest, that each part knows exactly what it has to do, and that each part is performing a function necessary to achieve the common end. Without this definition of responsibility, individuals cannot be expected to know what their functions are, and how they fit into the organization.

**9. Unity of Command.** This is the expression of the old saying "No man can serve two masters". Like many such sayings, it is only a half-truth. Men can, and frequently do, serve two masters, but they can only do so successfully for different and clearly defined parts of their activities. If possible each individual in an organization should be responsible to one superior ; where this is impracticable a careful definition of his responsibilities to each superior must be made, and the superior to whom he is responsible for the major part of his activities should be given the task of co-ordinating the two or more sides of his activities.

**10. Span of Control.** It is a human failing that, without supervision, persons tend to do nothing or to do what they want to do. Adequate supervision is therefore necessary. Practical experience has shown that the number of individuals or groups of individuals a superior can supervise effectively is usually not more than seven and not less than three. The number depends on the difference between the jobs of the subordinates. If each of the subordinates is doing a similar job, as in say a factory, a wider span of control is permissible than where the subordinates are carrying out widely different functions. The effective span of control depends also on the time available for supervision, and the distance and communications available between the superior and subordinates. Too wide a span of control means inadequate supervision, too narrow a span leads to over-supervision and interference.

**11. Delegation of Authority.** The principle of definition of responsibility ensures that each individual knows what his task is. Equally, he must be given the authority to carry this task out. Responsibility and authority must therefore coincide, and it is the duty of the administrator to ensure that this responsibility and authority is correctly delegated. Too little authority means that the subordinate cannot carry out his task except by constantly referring to his supervisor. It is much more common to under-delegate authority than the reverse, and the sound administrator will be careful to avoid this failing.

**12. Rational Assignment.** Every individual in an organization and every part of an organization should as far as possible be responsible for one leading function only. If an individual or a section must do two functions, these functions should be of the same type of activity.

**13. Conclusion.** The principles of organization are not exhaustive. A thorough grasp of these principles and their conscientious application in practice will enable the administrator to set up a sound organization, but this in itself is not enough. The parts of an organization must be combined and their activities co-ordinated to produce a common unity of effort among all the persons in the organization towards the common end.

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## CHAPTER 2

### GOVERNMENT MACHINERY FOR DEFENCE AND THE CONDUCT OF WAR

#### DEFENCE ORGANIZATION

1. The Prime Minister has the supreme responsibility for defence, and a Defence Committee, under his chairmanship, is responsible to the Cabinet for current strategy, preparation for war, and all matters affecting the armed forces of the Crown. The Prime Minister delegates that part of his responsibility for national defence which concerns the relationship between the three fighting Services and their supply, and the general provision for defence plans, to his defence deputy, the Minister of Defence. The Minister of Defence is responsible for :—

(a) The broad allotment of available resources between the three Services in accordance with the strategic policy laid down by the Defence Committee. This will include the framing of general policy to govern research and development, and the correlation of production progress.

(b) The settlement of questions of administration upon which common policy for the three Services is desirable.

(c) The administration of certain inter-service organizations, such as the Amphibious Warfare Headquarters, the Joint Intelligence Bureau, the Imperial Defence College, and the Joint Services Staff College.

2. The Minister of Defence is the sole representative of the Services in the Cabinet, and is also head of the Ministry of Defence. This is a small government department which, in addition to the exercise of control over certain inter-service organizations, provides the secretariat for the various inter-service committees and joint staffs which co-ordinate service policies and formulate joint plans.

#### FORMULATION OF POLICY

##### Defence Committee

3. The Defence Committee is the Government instrument for the formulation of defence policy. It is responsible for the wider aspects of national defence and for the preparation of plans, both civil and military, for mobilizing the entire resources of the nation in a major war. The policy direction of the Royal Air Force is co-ordinated with the policy direction of the other two fighting Services, and of the Civil Service, by this committee.

4. The committee is composed of a number of ministers including the three Service Ministers, *i.e.* the First Lord of the Admiralty, the Secretary of State for War, and the Secretary of State for Air. The Chiefs of Staff, *i.e.* the First Sea Lord, the Chief of the Imperial General Staff, and the Chief of the Air Staff, are required to attend to give military advice.

5. Appendix "A" shows the defence organization.

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### System of Sub-Committees

6. Plans for mobilizing the nation's resources are prepared by a series of sub-committees working under the general direction and authority of the Defence Committee. These committees include representatives of the Services, service departments, civil departments, and, if necessary, persons outside Government service.

7. The Chiefs of Staff advise the Defence Committee on strategy and strategic requirements. The service departments translate these requirements into terms of men, money, and materials. These assessments are co-ordinated by the Ministry of Defence with the help of the Chiefs of Staff and the Committee of Service Ministers. The result is then presented to the Defence Committee as a coherent scheme of expenditure which will give the country the required forces and equipment in properly balanced proportions.

8. The most important <sup>sub-committee organization among the</sup> Joint Services committees are: <sup>Defence Committee</sup>
- (a) Home Defence Committee.
  - (b) Service Ministers' Committee.
  - (c) Principal Administrative Officers' Committee.
  - (d) Principal Personnel Officers' Committee.
  - (e) Chiefs of Staff Committee.
  - (f) Joint Planning Staff (J.P.S.).
  - (g) Joint Intelligence Committee.
  - (h) Joint Intelligence Bureau.
  - (i) Commanders-in-Chief, <sup>UK</sup> ~~UK~~ (Designate) Committee.
  - (k) Air Defence Committee.
  - (l) Sub-Committee for Air, Coast, and Seaward Defences.
  - (m) Defence Research Policy Committee.
  - (n) Oversea Defence Committee.
  - (o) Joint War Production Committee.

Brief notes on these committees are given in Appendix "B".

### EXECUTION OF POLICY

9. The work of the sub-committees leads to the determination of a defence policy. Except, however, for the Defence Committee which often issues executive instructions, these committees are not empowered to take executive action. Executive action is taken by the responsible departments whose representatives have taken part in discussion in the committee stage. These departments are the Admiralty, the War Office, the Air Ministry, the Ministry of Supply (as the principal supply department of the Services), and the civil ministries for matters which concern them.

10. It has always been a cardinal British principle that the men who are brought together for framing defence policy, namely the Chiefs of Staff and the Joint Planning and Joint Administrative Staffs, are those who will ultimately be responsible for executing the plans. It is interesting to compare this system with the German system in the Second World War, when planning was done by an entirely independent body of experts. The German system broke down when the war turned against them because their planners were out of touch with the true situation.

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### GOVERNMENT MACHINERY FOR DEFENCE AND THE CONDUCT OF WAR

#### COLLECTIVE DEFENCE

11. So far this chapter has described only the organization for the defence of the United Kingdom in war. We also have responsibilities for collective defence under the aegis of the United Nations, and we must maintain and develop our machinery for collaboration in the defence of the Commonwealth. Geography plays an important part in defence, and the necessary collaboration is provided by means of regional associations.

#### North Atlantic Treaty

12. In the North Atlantic Treaty, based on the Charter of the United Nations, we have joined with 13 other nations with the declared object of promoting peaceful and friendly international relations by maintaining and developing our individual and collective capacity to resist armed attack.

13. In pursuance of this treaty we have declared, as our contribution to collective defence, the major portion of each of the Services.

14. Our air forces on the continent, light bombers in the United Kingdom, and maritime aircraft in the United Kingdom and the Mediterranean, have been placed at the disposal of N.A.T.O. supreme commanders; while our remaining front line air forces in the United Kingdom have been declared to the N.A.T.O. Council as playing their part in the defence of the North Atlantic Treaty area.

#### Commonwealth Defence

15. The defence policy of the Commonwealth is decided by consultation between the British Government and the Commonwealth Governments. Co-operation takes the practical form of uniformity of organization, training, and equipment of military forces, frequent exchanges of visits by officers, officials, and scientists, and the promotion of a common doctrine and outlook in military affairs. In addition, United Kingdom Service Liaison Staffs (U.K.S.L.S.) are maintained at Commonwealth capitals; their counterparts on the Staffs of the High Commissioners of the Commonwealth countries are maintained in London.

#### Colonial Forces

16. The defence of those territories of the Commonwealth which are not self-governing is the direct responsibility of the United Kingdom. Important aims are :—

(a) To secure the colonies from external attack. This requires maintenance of the command of the sea and air approaches, and of the lines of communication between the different parts of the Commonwealth, by Commonwealth forces.

(b) To develop to the full the resources of the administered territories in the event of war.

These responsibilities lie within the province of the Oversea Defence Committee which is a sub-committee of the Main Defence Committee (see Appendix "B").

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## CHAPTER 3

### AIR MINISTRY

#### FUNCTION OF THE AIR MINISTRY

1. The Air Ministry is the headquarters of the Royal Air Force, and as such issues directions on policy to the commanders-in-chief. It is also a Government department and is the centre at which parliamentary and financial control is exercised over the Royal Air Force.

#### AIR COUNCIL

##### Function

2. The Air Council is the ruling body at the head of the Air Ministry, and is responsible for the control and administration of the Royal Air Force. This responsibility is a joint one and is shared by all members of the Air Council. Any order emanating from the Air Council to R.A.F. formations is issued "by command of the Air Council".

##### Constitution

3. Besides its president (Secretary of State for Air) and vice-president (Under-Secretary of State for Air), who are the parliamentary members, the Air Council comprises the executive heads of the three service departments into which the Air Ministry is divided, the Permanent Under-Secretary of State for Air who is the executive head of the Civil Service component of the Air Ministry, and may include up to four additional members who may be serving officers or civilians co-opted by the Secretary of State to serve on the Council. The present constitution of the Air Council is :—

(a) *Parliamentary or Ministerial Members.*

- (i) Secretary of State for Air (President of the Air Council).
- (ii) Under-Secretary of State for Air (Vice-President of the Air Council).

(b) *Service or Air Members.*

- (i) Chief of the Air Staff (senior service member).
- (ii) Air Member for Personnel.
- (iii) Air Member for Supply and Organization.

(c) *Civilian Member.* Permanent Under-Secretary of State for Air (Secretary of the Air Council).

(d) *Additional Members.*

- (i) Vice-Chief of the Air Staff.
- (ii) Deputy Chief of the Air Staff.
- (iii) Controller of Supplies (Air) (Ministry of Supply).

##### Standing Committee of the Air Council

4. The Air Council has appointed a standing committee to deal with general policy of the long-term planning of the peace-time Air Force.



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The Standing Committee of the Air Council consists of :—

- (a) Chief of the Air Staff (Chairman).
- (b) Air Member for Personnel.
- (c) Air Member for Supply and Organization.
- (d) Permanent Under-Secretary of State for Air.
- (e) Vice-Chief of the Air Staff.
- (f) Deputy Chief of the Air Staff.

5. The terms of reference of the Committee are to consider questions which :—

- (a) Can best be dealt with by discussion among Members of Council, not being important enough to justify reference to the full Air Council.
- (b) Can with advantage be discussed by Members of Council as a preliminary to submission to the full Air Council.
- (c) May from time to time be remitted to the Committee by the Air Council.

6. The Committee holds regular meetings and copies of its proceedings are circulated to all Members of the Air Council.

### Responsibilities of Members of the Air Council

7. **Secretary of State for Air (S. of S.).** The S. of S. is the President of the Air Council, and is responsible to the Queen and Parliament for the general conduct of the affairs of the Royal Air Force in accordance with the policy approved by the Cabinet, and within the resources allotted. He is invariably a member of the House of Commons or the House of Lords.

8. **Under-Secretary of State for Air (U.S. of S.).** The U.S. of S., who is normally a Member of Parliament and must be one if the S. of S. is a member of the House of Lords, helps the S. of S. in his parliamentary and service work, represents him in his absence, and acts as Vice-President of the Air Council. As the S. of S. and the U.S. of S. are political appointments they change with different Governments.

9. **Chief of the Air Staff (C.A.S.).**

(a) The C.A.S. is the senior service member of the Air Council and the principal adviser to the S. of S. in the direction of the Royal Air Force.

(b) He is the chief professional adviser to the Government on military air policy.

(c) He is a member of the Chiefs of Staff Committee, and is jointly responsible with the other Chiefs of Staff for advising the Government on defence policy as a whole.

(d) As C.A.S. he is the head of the air staff department of the Air Ministry, and is responsible for all questions of air force policy and planning; advice on the conduct of, and the issue of orders for, air operations; and the fighting efficiency of the Royal Air Force. He delegates the management of this department to the Vice-Chief of the Air Staff and the Deputy Chief of the Air Staff.

10. **Air Member for Personnel (A.M.P.).** The A.M.P. is responsible for all matters concerning the personnel of the Royal Air Force, and its reserves and auxiliaries (except training and establishments). This includes conditions of service, discipline, ceremonials, honours and awards, appointments, discharges, promotions, postings, casualties, and welfare. He is also responsible for the R.A.F. medical, dental, nursing, legal, educational, chaplaincy, and provost services.

11. **Air Member for Supply and Organization (A.M.S.O.).** The A.M.S.O. is responsible for all matters concerning the organization of the Royal Air Force in peace and war. These include establishments of personnel, aircraft, mechanical transport, etc.; provisioning, transportation, works and airfield construction services, technical training, and control of technical services of the Royal Air Force.

12. **Permanent Under-Secretary of State (P.U.S.).** The duties of the P.U.S. may be summarized as follows:—

(a) *Financial.* He is the accounting officer for Air Votes, and is personally responsible to Parliament for all expenditure in the Royal Air Force and the Air Ministry.

(b) *Secretarial.* He is the Secretary of the Air Council and in that capacity is responsible for supervising the efficient working of the Air Ministry as a Department of State, for the co-ordination of its business, for the general conduct of correspondence and the issue of all official communications on behalf of the Air Council, for the maintenance of satisfactory public relations, for parliamentary and legal business, and for all civilian personnel matters. He is also responsible for the general administration of the Meteorological Office.

To assist in these responsibilities, the P.U.S. has a deputy and six assistant under-secretaries of state whose duties are referred to briefly in para. 16.

### 13. Additional Members of the Air Council.

(a) *Vice-Chief of the Air Staff (V.C.A.S.).* The V.C.A.S. is responsible to the C.A.S. for strategic policy and plans; inter-service policy and planning, and the work of the Joint Planning and Joint Intelligence Staffs; R.A.F. operations; air intelligence; North Atlantic Treaty affairs; R.A.F. Regiment policy; and policy affecting Commonwealth, Colonial, and foreign air forces.

(b) *Deputy Chief of the Air Staff (D.C.A.S.).* The D.C.A.S. is responsible to the C.A.S. for the preparedness of the Royal Air Force for war in accordance with accepted strategic plans; all command, staff, and air training; the conduct of Air Ministry and command staff and flying exercises (including inter-allied exercises); air staff aspects of development and production of future aircraft and weapons.

403. (c) *Controller of Supplies (Air) (C.S. (Air)).* The C.S. (Air) represents the Ministry of Supply and is the link between that Government department and the Air Ministry.

### DEPARTMENTS OF SERVICE MEMBERS OF THE AIR COUNCIL

14. The departments of the service members of the Air Council are divided into components which are controlled by air vice-marshals. These

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main components are further divided into directorates (usually air commodores), deputy directorates (group captains), assistant directorates (wing commanders), and other sections as shown in Appendix "C".

15. One or more secretarial divisions are attached to the departments of each service member of the Air Council to help with correspondence, administration, and co-ordination with other air members and Government departments; they also maintain continuity and give secretarial assistance. By their knowledge of precedent and of other Government departments the secretarial divisions help to avoid decisions which may have awkward repercussions.

16. The secretarial and financial divisions which deal with the same range of subjects are grouped together under an assistant under-secretary so that the same A.U.S. is responsible for both the finance and for the secretarial work in the same field. This helps to make the work of the finance division constructive and not purely critical. It also enables the A.U.S. to ensure that the service policy makers keep within the financial limits imposed by Parliament.

**THE ROYAL AIR FORCE AS A FIGHTING SERVICE**

**PRIMARY FUNCTIONS OF THE ROYAL AIR FORCE IN WAR**

1. The Royal Air Force is the main national instrument for the exercise of air power in war. It must, therefore, be organized to fulfil the following functions (see A.P. 1300 (Principles of Air Warfare)) :—

(a) Defence against air attack of the United Kingdom, vital bases abroad, and their communications.

(b) Attack on the enemy's offensive power, and on those military, industrial, and economic centres, essential to his power of resistance.

In both these functions the attainment of air superiority is an essential factor.

**SECONDARY FUNCTIONS OF THE ROYAL AIR FORCE IN WAR**

2. Besides its primary functions, the Royal Air Force has other important duties to perform. These are stated only in the briefest terms in this manual, and are described in greater detail in A.P. 1300. They are :—

(a) The exercise of sea power in conjunction with the Royal Navy.

(b) In conjunction with the Army, the destruction of the enemy's army in the field, and his air forces working with it.

(c) The provision of transport aircraft for the carriage and supply of airborne or air transported troops.

(d) The provision of constant and accurate visual, photographic, and radar reconnaissance.

3. In addition, the Royal Air Force helps to keep order in the less settled parts of the Commonwealth and maintains air bases and air communications accordingly.

**COMPOSITION OF THE ROYAL AIR FORCE**

4. To meet these requirements, the Royal Air Force is composed of :—

(a) Bomber air forces.

(b) Fighter air forces.

(c) Maritime air forces.

(d) Tactical air forces.

(e) Transport air forces.

(f) Strategic reconnaissance air forces.

There are ancillary units to support these forces.

5. In any major war we shall probably be operating with allies who will share the task of defeating a common enemy. Even so, to be able to take independent action we must retain and develop the ability to operate effectively in all these roles.

**OPERATIONAL COMMANDS AT HOME**

**Bomber Command**

6. Bomber Command is a flexible striking force which is the main offensive power of the Royal Air Force. The Command is also responsible

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for the study and development of all forms of attack by land-based bomber aircraft against all types of targets, for the study and development of mine-laying from the air, and for photographic and radar reconnaissance. The bomber force is trained for operations by day and night. The Command may also be required to carry out special tasks from time to time, such as giving support to land or sea forces. Further details of Bomber Command operations will be given in a manual not yet published.

### **Fighter Command**

7. Fighter Command is responsible for the air defence of the United Kingdom and Northern Ireland. The effective components of the defence organization are fighter aircraft and anti-aircraft weapons; the latter, although normally an Army responsibility are under the operational control of Fighter Command. The air defence system includes a radar reporting and fighter control organization which contains a chain of radar stations co-ordinated with a network of observer posts, the latter manned by a uniformed civilian organization—the Royal Observer Corps. The defence organization also provides for the passing of information to the civil authorities to enable them to issue air raid warnings and to take necessary passive defence measures.

8. The Command is divided into groups which cover the whole of the land areas and sea approaches. The groups are divided into smaller defence areas called sectors, which contain a number of fighter stations. The air officer commanding a fighter group is responsible for the operational, administrative, and technical efficiency of sectors, stations, and other subordinate units, but does not exercise minute-to-minute control of the defences deployed in his group. Tactical operational control is delegated to sector commanders who fight the air battle under the central direction of the A.O.C.-in-C.

9. Fighter Command is also responsible for the recruitment, administration, training, and operational control of R.Aux.A.F. fighter squadrons and fighter control units.

10. For further details, see Joint Service Manual of Air Defence and A.P. 3200 (Manual of Fighter Operations).

### **Coastal Command**

11. Coastal Command shares with the Royal Navy the responsibility for the control of sea communications, which includes reconnaissance for, and attack on, enemy surface and under-water craft, and the protection of shipping from submarine attack.

12. The Command is also responsible for the co-ordination and control of all search and rescue operations in Great Britain, Northern Ireland, Gibraltar, and their adjacent sea areas, and for the operation and administration of meteorological reconnaissance squadrons.

13. Formation commanders work with their corresponding naval commanders at Maritime Headquarters, where the staffs of the two Services are located together and are jointly responsible for the co-ordination of the air and naval forces.

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### THE ROYAL AIR FORCE AS A FIGHTING SERVICE

14. For further details of maritime air operations, see A.P. 3208 (Manual of Maritime Air Operations).

#### **Transport Command**

15. Transport Command's main functions are :—

- (a) Carriage by air of personnel and/or equipment of the fighting Services.
- (b) Ferrying of military aircraft within the United Kingdom, and to and from destinations abroad.
- (c) Airborne assault and air supply operations.
- (d) Operation of any civil aircraft used for large-scale movement of troops and/or air forces in connection with cold war operations.
- (e) Within the Air Ministry policy guidance, preparation of detailed arrangements for operating such resources of the corporations and charter companies as may be assigned to it in war.

16. In order to maintain a common standard of procedure in air transport matters throughout the Royal Air Force, the A.O.C.-in-C. Transport Command acts in an advisory capacity to commanders abroad. He also exercises the function of Inspector of Air Transport Services on Transport Command trunk routes, on behalf of the Air Ministry.

17. For further details of air transport operations, see A.P. 3154 (Manual of Air Transport Operations).

### NON-OPERATIONAL COMMANDS AT HOME

#### **Flying Training Command**

18. Flying Training Command is responsible for initial flying training of all aircrews. The final operational training is done in operational commands.

#### **Technical Training Command**

19. Technical Training Command is responsible for :—

- (a) The reception and training of regular and National Service recruits.
- (b) The training of apprentices and boy entrants.
- (c) The technical training of officers. This includes control of the R.A.F. Technical College, Henlow.

#### **Maintenance Command**

20. Maintenance Command is responsible for :—

- (a) The reception, storage, and distribution of all equipment and supplies required by the Royal Air Force (including fuel and explosives, but excluding medical stores, rations, and works stores), and keeping records from which future requirements can be calculated.
- (b) The salvage of crashed aircraft and, with the aircraft industry, the repair of aircraft and equipment.

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### Home Command

21. Home Command's main functions are :—
- (a) To recruit for the Royal Air Force regular, auxiliary, and reserve personnel (except those auxiliaries for whom Fighter Command is responsible).
  - (b) To raise, maintain, and train reserve and pre-entry forces, and certain auxiliary units.
  - (c) To operate and/or administer certain establishments and units which are functionally controlled by the Air Ministry and the Ministry of Supply, or which do not fit into the organization of other commands at home, *e.g.* Air Ministry Unit, hospitals.
22. The Command is divided into a number of regional groups and the R.A.F. Record Office.

### COMMANDS ABROAD

#### Middle East Air Force and Far East Air Force

23. M.E.A.F. and F.E.A.F. are regional commands. Their command role is a combination, on a smaller scale, of the roles of all operational commands at home. They are sub-divided into geographical air headquarters or groups.

#### Second Tactical Air Force

24. 2nd T.A.F. is both a regional command, in that it is situated in Germany, and a functional command in that it is specifically charged with the task of maintaining and improving the doctrine of a tactical air force.

25. For further details of tactical air force operations, see A.P. 3218 (Manual of Tactical Air Force Operations).

### MAIN ROYAL AIR FORCE FORMATIONS

26. The Royal Air Force is organized into the following main formations :—

- (a) Commands.
- (b) Groups/Air headquarters.
- (c) Stations.

There are also some non-standard formations, which vary with particular commands.

### Commands

27. The command is the largest R.A.F. formation. Commands at home are organized functionally, that is, they control units doing a certain type of work, *e.g.* bomber operations or flying training. Commands abroad are organized geographically, that is, they control units on an area basis, irrespective of their functions.

28. The commands at home are responsible in peace for developing the main techniques to enable the Royal Air Force to perform its war roles. The commands abroad, in addition to their particular local problems,

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### THE ROYAL AIR FORCE AS A FIGHTING SERVICE

have the responsibility of developing bases to enable the Royal Air Force to expand and utilize to the full its flexibility in war. They may have to act also as main base areas for the prosecution of war strategy. The number of groups or air headquarters under a command headquarters varies.

#### **Groups and Air Headquarters**

29. Groups and air headquarters are parallel formations between stations and command headquarters. Both air headquarters and groups are found abroad, but there are no air headquarters at home. An air headquarters controls a geographical area and embraces all operational and non-operational units within that area. Groups are normally functional organizations, whose stations all carry out the same general role. The number of stations controlled by groups and air headquarters varies. Throughout this manual the term "group" is used to signify either group or air headquarters.

#### **Fighter Command Sectors**

30. In Fighter Command, operational requirements necessitate the formation of sectors for centralization of reporting and control. Sectors are areas of air defence and the sector commander has operational command of a number of stations and reporting and control units in his area. He does not, however, control the stations or the units administratively.

#### **Stations**

31. When individual units (headquarters, operational units, or non-operational units) are assembled together, they are described for convenience as a station. R.A.F. stations vary greatly in size and in the number of units they contain. In general, stations can be divided into :—

- (a) Stations with operational units.
- (b) Stations with flying training units.
- (c) Stations with ground training, maintenance, medical, or miscellaneous units.

32. **Operational Units.** The basic operational unit in the Royal Air Force is the squadron: it is equipped with aircraft proper to its function and varying in number with the squadron's operational role. Squadrons are divided into two or more flights, which, for tactical purposes, may be sub-divided into sections. Each squadron has its own first-line servicing personnel. Squadrons are usually grouped together on stations, and additional servicing and administrative personnel are held on station strength.



## COMMAND STRUCTURE

**Appointments to Command**

1. All appointments to command are made by the Air Ministry. The appointments of air officers, whether to command or staff posts, are made at Air Council level. The selection of officers to fill more junior command posts is made by a Director-General of Personnel under the Air Member for Personnel. If the commander becomes a casualty the next senior officer should take over his duties until confirmation is received from the Air Ministry or until a new commander is appointed.

2. The following designations, in order of precedence, are used to denote command appointments :—

(a) *Air Commander-in-Chief (Air C.-in-C.)*. A theatre air commander, or commander of all allied air forces in a geographical area abroad.

(b) (i) *Commander-in-Chief (C.-in-C.)*. The commander of an R.A.F. geographical command abroad, not of the status of an air commander-in-chief.

(ii) *Air Officer Commanding-in-Chief (A.O.C.-in-C.)*. The commander of a functional command at home of the same status as a commander-in-chief.

(c) *Air Officer Commanding (A.O.C.)*. An air officer appointed to command a group or other formation below A.O.C.-in-C. level, and vested with special administrative, financial, and other powers. (The formation may be independent or part of a major command.)

(d) *Officer Commanding (O.C.)*. An officer, appointed to command a unit or subordinate formation; if he is an officer of air rank, he is not vested with the special powers accorded to an air officer commanding.

3. When the responsibilities of a C.-in-C. or an A.O.C.-in-C. warrant it, a deputy commander-in-chief (Dep. C.-in-C.) may be appointed. When there is no Dep. C.-in-C. appointed, the deputy of the C.-in-C. or A.O.C.-in-C. should normally be the senior air staff officer. A commander may, however, delegate this duty to another senior staff officer, or to the senior formation commander.

**Responsibilities of a Commander**

4. An officer appointed to a position of command always assumes complete responsibility for the leadership, training, discipline, and administration of the formations and units entrusted to his care, and carries certain legal powers defined in the Air Force Act. There may be occasions, however, when limitations are imposed by the Air Council on the powers accorded to a commander. When these exist they should be defined in the directive the commander receives from higher authority.

**System of Command**

5. The systems of command are explained in Chap. 2 of A.P. 1300 (Principles of Air Warfare). In the United Kingdom, A.Os.C.-in-C. of the functional commands are responsible directly to the Air Council.

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Abroad, in peace-time, each of the three Services is organized under its own C.-in-C., each of whom has, with the other two Cs.-in-C., certain joint responsibilities within geographical areas. For these joint responsibilities Cs.-in-C. are jointly responsible to the Chiefs of Staff. In war, a supreme commander will usually be appointed for each active theatre; each C.-in-C. will then be responsible to the supreme commander.

6. A subordinate commander is responsible directly and solely to his superior commander for all aspects of his command. The machinery by which he exercises his command is similar to that of his superior commander.

### Machinery of Command

7. A C.-in-C. or A.O.C.-in-C. receives his mandate in the form of a directive from the Air Council; at lower levels a commander receives his instructions from his C.-in-C., A.O.C.-in-C., or other superior.

8. A commander's first task must be to define his policy and to issue any resultant orders without ambiguity. He is provided with a headquarters and a staff to help him in this task. He must leave his staff in no doubt about his policy and intentions. The orders issued to lower formations must be framed to state the commander's intentions clearly and to give the subordinate commanders to whom they are addressed the maximum latitude in their execution. Orders may be either standing instructions, of which there are various standard types (see A.P. 3184 (Manual of Service Writing and Office Management)), and which are amended as necessary, or they may be direct instructions about a particular operation, movement, or requirement.

9. Orders may have to be elaborated at lower formations in the chain of command, but only to the extent necessary for the next lower formation to fulfil its task.

10. If a subordinate formation raises a question of policy which cannot be dealt with by the next higher formation, the matter must be transmitted, with comments, to the formation possessing the appropriate powers to deal with the matter.

11. The number of intermediate formations interposed between the Air Ministry and units is determined by considering from an operational point of view the number, status, and level of the intermediate formations that are required for the efficient control of the units. Thus operational orders and instructions should normally descend, step by step, through this chain of command, until the operating level is reached. Often, however, the transmission of administrative and technical detail through the headquarters of intermediate formations may cause delay, turn the intermediate headquarters into a post office, and result in unnecessarily large staffs. This tendency must therefore be guarded against. The policy for commands on administrative and technical matters may be summed up as follows :—

(a) Commanders must have on their staffs enough specialists to deal with all matters of policy, and to advise them on any situation likely to affect the efficiency of their command.

(b) All matters of administrative and technical policy affecting the operation or efficiency of the command must be sent through the full channels of command.

(c) Matters of administrative and technical routine may by-pass intermediate formations when to go through such formations would result in unnecessary duplication of work. The intermediate formation, however, should be told of the amount and nature of the work involved, and when it is likely to arise.

12. Many examples of this simplification of administrative and technical control can be given; routine accounting detail by-passes groups at home; unit demands for equipment by-pass all except tactical groups; routine technical detail by-passes groups. In these instances both the unit and the higher formation must inform the intermediate formation when matters which are normally routine affect operations or efficiency.

13. **Operational Control.** Occasionally it may be necessary to place under the operational control of one commander a formation which is administratively controlled by another. This expedient should be resorted to only in exceptional circumstances as it is likely to give rise to contradictory orders, duplication of work, and the ultimate loss of efficiency.

#### **The Commander and his Staff**

14. An air force commander bears a heavy responsibility. He must be able to appreciate each new situation as it arises and be able to devote his untrammelled attention to arriving at urgent and important decisions without at the same time divorcing himself entirely from his other and wider responsibility to the force in general. He can only do this if problems are presented to him sifted and analysed so that he may quickly and easily grasp their essentials, and if he can rely on his decisions being conveyed to his force accurately and thoroughly. This work is done for him by his staff which must be considered an extension of his brain and not as a number of brains working in parallel with that of the commander. All work done by the staff is done on behalf of the commander.

15. Broadly, the division of duties between the commander and his staff is as follows :—

(a) *Commander.* The commander directs his staff, makes major decisions, and takes final responsibility for the work of his headquarters and all units of his command. To fulfil his responsibilities and to be free to think ahead, he must necessarily be relieved of detailed work.

(b) *Staff.* The staff keep the commander informed, normally through the senior officers of each staff branch, of all occurrences, developments, and undertakings on which he must make decisions or give directions, or which are likely to influence his future planning. By sifting information and thoroughly investigating each problem, the staff relieve the commander of much detailed thought and work. They also translate his decisions into instructions and finally help him by seeing that they are carried out.

16. The organization of the staff is the outcome of experience, and is designed to ensure that adequate brains, experience, and specialized knowledge are brought to bear on the problems and activities which need attention.

STAFF STRUCTURE

**The Staff**

1. In all headquarters of the Royal Air Force which direct flying, the staff is divided into three branches: air, administrative, and technical. In headquarters which do not direct flying there are only two branches of the staff; the branch which is responsible for functional policy is called the air staff, and the branch which is responsible for the administration of the units is called the administrative staff. This chapter deals with the staff of a headquarters which directs flying, and a diagram of a typical organization is shown in Appendix "D".

2. **Air Staff.** The air staff of the Royal Air Force is analogous to the naval staff in the Royal Navy and the general staff in the Army. It is responsible for the policy and planning of the strategic employment of air forces, the definition of operational requirements, the formulation and expression of tactical doctrine, the training of the force, and the conduct of operations in war.

3. **Administrative Staff.** The administrative staff is responsible for organization, administration, and discipline of personnel, and for supplying the material needs of the force.

4. **Technical Staff.** The technical staff is responsible for the technical efficiency of the force.

5. **Staff Co-ordination.** It is important that the three branches of the staff work together as a whole. Unless they do so, the efficiency of the headquarters, and indeed of the whole force, will be impaired. Senior staff officers should therefore ensure that the work of the three branches of the staff is co-ordinated.

**Principal Staff Officers**

6. The principal staff officers who are the heads of the three branches of the staff at a command or group headquarters are :—

(a) *Air Staff.* Senior air staff officer (S.A.S.O.).

(b) *Administrative Staff.* Air officer in charge of administration (A.O.A.), or the staff officer in charge of administration (S.O.A.) if he is an officer below air rank. A command headquarters will invariably have an A.O.A., while a group headquarters will usually have an S.O.A., but might have an A.O.A.

(c) *Technical Staff.* Senior technical staff officer (S.T.S.O.).

7. The principal staff officers are the chief assistants of a commander and help to shape his policy and to carry it out. They have the following main duties to perform and, although these duties apply primarily to them, they apply in varying degrees to all staff officers :—

(a) To be fully briefed on all matters of policy with which their branch of the staff deals, and on all topics of current interest within their own sphere of activity. After filtering routine matters, to pass

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important information in brief form to the commander. In this capacity they act as a personal link between the commander and his units.

(b) To present problems concerning their branch to the commander in a concise and easily digestible form to enable him to reach quick and sound decisions. In doing this, it is their duty to offer advice. If the advice is declined, the decision must be accepted loyally and should not be questioned afterwards.

(c) To interpret by the issue of orders and instructions to subordinate formations the policy decisions of the commander, and to ensure that they are carried out.

(d) To help subordinate formations and units to carry out the orders in (c) efficiently. This is a most important part of a staff officer's function, and should always be borne in mind.

(e) As head of his branch of the staff, to be responsible to the commander for the supervision and co-ordination of the work of all his sections, and for the co-ordination of the services affiliated to his staff to ensure that they conform to the policy of the commander.

8. The heads of the three branches of the staff vary in rank with the function of the formation. At an operational command headquarters they are generally air vice-marshals or air commodores and at a group headquarters they may be group captains or wing commanders.

9. The responsibility for the co-ordination of the work of the staff as a whole rests with the commander who may delegate a part of this responsibility to one of his senior staff officers. This will not, however, affect the status of the other two senior staff officers.

### Sections of the Staff

10. The three staff branches are divided into sections as shown in Appendix "D". Not all these sections necessarily appear in each headquarters, e.g. in the headquarters of lower formations the number of sections is reduced, and two or more kindred subjects, which are the responsibility of separate sections in a higher formation headquarters, may be combined in one section. Each section is in the charge of an officer who is appointed as head of the section, and who is responsible direct to the appropriate senior staff officer. Some of the sections may be divided into sub-sections, e.g. Plans 1, Plans 2.

11. Each section is described in greater detail in Chapters 7, 8, and 9.

## SERVICES

12. Within the Royal Air Force there are certain organizations centrally controlled at Air Ministry level whose primary duty is to provide for certain specific requirements of the Royal Air Force as a whole, or to perform some special function for it. These organizations are known as services.

**The Status of Services and their Relationship with the Staff**

**13. Difference in Status between Services and Staff.**

(a) The senior officer of a service at a headquarters is responsible both to the commander and to the head of his service at Air Ministry for the efficiency of the elements of the service which he controls. He is also responsible that his service meets the requirements and conforms to the policy of the commander.

(b) The "Head of a Branch of the Staff" is a senior staff officer responsible to the R.A.F. commander with responsibilities allotted by the commander. He co-ordinates the various sections affiliated to his staff, and ensures that they conform to the policy of the commander and meet his requirements. In all matters affecting a particular service, he will normally act through the senior officer of the service appointed to the headquarters, and will be responsible that the latter is informed of special or general requirements affecting his service.

**14. The Right of the Head of a Service to Direct Access to the Commander.** The representative of a service at command or subordinate headquarters has the right of direct access to the commander, but his normal channel of approach should be through the head of the appropriate staff branch.

**15. The Right of the Head of a Service to Issue Executive Instructions to a Lower Formation.** The representative of a service has the right to issue executive instructions to lower formations on technical policy and routine which concern only his own service. Instructions relating to regular returns rendered by lower formations should be channelled through the command statistics officer. All other matters should be dealt with through normal staff channels, and communications of major policy affecting the service should be signed by the commander or on his behalf by one of his policy staff officers.

**16. The Right of the Head of a Service to Correspond Direct with the Next Higher Level in his Service.** The representative of a service has the right to correspond direct with the next higher level in his service on matters of technical policy or other technical matters affecting only his own service. All other matters should be dealt with through normal policy staff channels and communications on all matters of major policy affecting a service should be signed by or on behalf of the commander.

**Allocation of Services to the Staffs**

17. Services are allocated to the staffs as shown in Appendix "D".

**LEVELS AND CHANNELS OF ADMINISTRATION**

18. Full representation of staff sections and services is normally provided at commands, though at specialist command headquarters (e.g. Maintenance Command) certain sections such as intelligence will not be established, nor may all the services be required.

19. At group headquarters at home there will normally be the following staff sections and services :—

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	<i>Air Staff</i>	<i>Administrative Staff</i>	<i>Technical Staff</i>
<i>Staff Sections</i>	Plans	Administrative Plans	Technical Co-ordination
	Operations	Organization	Section
	Intelligence	Personnel	Armament
	Training	Equipment	Engineering
	Weapons		Radio
	Navigation and Control		
	Signals		
	Ground		
	Defence		
	<i>Services</i>	Meteorology	W.R.A.F. Administrative
Photography		Officer	
Research		Education	
		Medical	
		Statistics	
		Catering	

Not all these staff sections and services, however, will be required in all groups; for instance, administrative plans will be needed only at independent and tactical (mobile) groups; meteorology and navigation only in groups controlling aircraft; and technical staffs and photographic services only in groups controlling technical equipment and in some maintenance groups.

20. Correspondence on all policy questions should follow the normal channel of command through group, unless any special rules of procedure are laid down for particular staffs.

21. Movements, chaplaincy, provost, welfare, and works services are organized regionally at home, and their representatives are not required at group level. Abroad, the provision of staffs varies with local needs. Correspondence follows the normal channels of command except when units are required to deal directly on routine matters with the offices of the regional organization.

22. Accountancy, dental, and works services are normally provided at command headquarters only and correspondence on matters other than policy and works services should be direct between command and units. Abroad, representation at group for each of these duties is considered on its merits.

23. When the volume of work in any service does not justify the provision of a full-time staff officer, arrangements should be made for the subject to be looked after by another staff or service.

### SPECIAL, PERSONAL, AND MISCELLANEOUS APPOINTMENTS AT A HEADQUARTERS

#### Special Appointments

24. At the headquarters of formations, officers may be specially appointed to advise the commander either about the employment of arms with special characteristics, or about matters requiring specialist knowledge. These officers are responsible for keeping in touch with subordinate formations and operational units by visits.

25. Officers employed in an advisory capacity are attached to a branch of the staff. They are responsible for the performance of their duties to the senior officer of the branch to which they are attached. The attachment to one particular branch of the staff must not, however, preclude advisers from working and keeping in touch with the other branches of the staff at headquarters in matters affecting their own specialist work.

26. Officers employed for advisory duties do not exercise the functions of staff officers. If they consider that the issue of orders or instructions to the force is necessary, this will be done after consultation with, and by, the appropriate branch of the staff. They may correspond directly about the technical aspect of their work with their representatives in lower formations. They should, however, correspond with units only through the appropriate staff.

27. In all campaigns involving the co-operation of the Navy, the Army, colonial forces, the Merchant Navy, or involving the establishment of an air defence organization, officers representing these forces are specially appointed to the headquarters of formations.

28. Senior officers of specialist arms of the Royal Air Force, such as balloons in the Second World War, will, when necessary, be appointed to a headquarters.

**Personal Appointments**

29. Certain officers hold personal appointments to the commander, such as <sup>personal</sup> ~~personnel~~ staff officers and ~~aide-de-camp~~ <sup>aide-de-camp</sup>. The selection of officers to hold these appointments is normally made by the commander concerned.

30. Officers so appointed act as confidential secretaries to the commander or arrange for his requirements. They are not policy staff officers, nor does their appointment qualify them to exercise the functions of policy staff officers.

**Miscellaneous Appointments**

31. The local administration of headquarters units necessitates certain appointments which are given in the unit establishment. For instance, such appointments at a formation headquarters may include a camp commandant, who works under the general direction of the A.O.A. or S.O.A. There may also be officers for medical, pay, signals, transport, and cipher duties. These officers work under the direction of the appropriate branch of the staff.

32. In formation headquarters, if no posts for miscellaneous appointments are established, the staff of the headquarters must provide for local administration from nearby units.



**CHAPTER 7**

**THE AIR STAFF AND AFFILIATED SERVICES**

**AIR STAFF**

**Senior Air Staff Officer**

1. The direction and control of the air staff at a command or group headquarters is vested in the senior air staff officer (S.A.S.O.). His fundamental responsibilities as a staff officer have been stated in Chapter 6. He is the commander's principal adviser and executive on air matters, and is directly responsible to the commander for the efficiency and smooth working of his sections of the staff.

**Organization of the Air Staff**

2. The air staff sections and the services affiliated to the air staff have been stated in Chapter 6. Their functions are described separately in this chapter, but sections should be combined where practicable (e.g. training is often combined with navigation) to ensure close liaison.

**Plans**

3. The plans section is responsible for the preparation and drafting of appreciations and plans of campaign before submission to the commander through the S.A.S.O.

4. Before an operation can be undertaken it is necessary to consider the problem in all its aspects and to decide, from the factors which affect it, how the aim can be achieved. The operations section must be consulted for information on our own forces, such as strengths, possible casualties, operational capacity, and morale. The intelligence section must provide all available intelligence about potential threats, while a close co-ordination with the plans sections of the administrative and technical staffs must be maintained to ensure the practicability of the plan from an administrative and technical, as well as an operational, point of view.

5. Once the plan has been completed and agreed the responsibility passes to the operations section who have to carry it out. The plans section, however, continues to be responsible for the periodic review of existing plans and for ensuring that they are kept up to date.

6. The plans section is a thinking section. Untrammelled by day-to-day events, it must be free to think ahead, to study the implications of new situations, to examine the best use of new resources, to prepare to meet new threats, and to determine what new operational requirements are likely to arise.

7. Planning on the scale described will seldom be required at formations subordinate to a command headquarters. The main task at lower formations is to carry out plans issued by higher authority. They do not, therefore, require a full planning section in the air staff. What planning they have to do can be undertaken by the operations section.

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### Operations

8. The operations section prepares and issues all operation orders and instructions necessary to put the commander's plans into effect. The section is responsible for ensuring that all the necessary administrative, technical, and ground defence arrangements and instructions are included in these orders.

9. Unlike the plans section, the operations section is concerned with the day-to-day conduct of operations. It is responsible for collecting and making known information about our own forces to authorized persons who need to know it. It collects this information from the administrative staff, from other sections of the air staff, and by visits to the forces concerned. It is important that the closest liaison should exist between the operations section and units. Any change in policy or tactics should be explained to units to ensure their full co-operation and efficiency.

### Operational Requirements

10. Operational command headquarters contain an operational requirements section. The section is responsible for :—

(a) The preparation of all operational requirements within the command.

(b) Co-ordinating the requirements of the command for the development of new aircraft and equipment, and for the modification of existing material.

### Intelligence

11. The intelligence section is responsible for supplying intelligence to the staff on a "need to know" basis. The plans section, for instance, depends largely on the information supplied to it by the intelligence section.

12. The work of the intelligence section may be divided into the following broad categories :—

(a) The organization for procuring intelligence and the administration of the reporting channels.

(b) The collection, collation, evaluation, study, and dissemination of intelligence concerning :—

(i) The enemy, with particular reference to his vulnerability to air attack.

(ii) All foreign countries, including their resources, capabilities, intentions, and activities.

(iii) Escape and evasion.

At lower levels this includes intelligence briefing and de-briefing of personnel taking part in operations.

(c) The security policy, including mail and press censorship.

13. Although the intelligence section is an integral part of the air staff, much of its work must be independent of the normal chain of command because of the need for secrecy and, often, for speed in the transmission of intelligence.

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### THE AIR STAFF AND AFFILIATED SERVICES

#### Training

14. Training in flying, operational, and allied subjects is the responsibility of the air staff. The amount, importance, and the type of training will vary considerably between different headquarters, and will depend on the function of the command, but the following duties are likely to cover the activities of most commands :—

- (a) General direction of unit and inter-unit training.
- (b) Supervision of, and assistance to, lower formations in the preparation of training schemes and programmes, including staff exercises.
- (c) Allotment of training areas, and firing, bombing, and rocket ranges.
- (d) Policy governing the allotment of vacancies in schools and on courses, and preparation of syllabi for schools within the formation.
- (e) Responsibility for, and maintenance of uniformity in, all types of air and ground (other than technical) training. Besides basic and operational training of all aircrew categories, this includes continuation and synthetic training.

#### Navigation and Control

15. The navigation and control section is responsible for air navigation, air traffic control, and rescue. It usually has executive responsibility for navigation training and standards, the operation of flight-planning sections, and search and rescue and survival training. It advises on the navigation aspects of all plans and operations and is also responsible for the distribution of maps and charts (excluding target maps).

#### Ground Defence

16. At a formation headquarters the senior R.A.F. Regiment officer is the senior ground defence staff officer. In this capacity he is responsible to the commander through the S.A.S.O. for advice on, and for policy and plans for, ground defence and passive defence, and the training of personnel in these subjects.

17. The S.G.D.S.O. is further responsible to the commander for the training, efficiency, and preparedness for war of R.A.F. Regiment units (and, abroad, associated forces) in the formation. As the R.A.F. Regiment is centrally controlled at the Air Ministry he has rights similar to those of a head of a service when dealing with matters affecting only the organization and efficiency of the R.A.F. Regiment. In this capacity he is also the adviser to the administrative staff of the headquarters on personnel, equipment, and other matters which affect the efficiency of the corps.

#### Weapons

18. The weapon section is responsible for the efficiency and training of flying personnel in the use and handling of airborne armament, and advising on the choice of weapons.

#### Signals

19. The signals section of the air staff deals with signals policy, plans, and organization, all of which must conform to the overall policy laid down by the head of the signals organization at the Air Ministry.

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20. The command signals officer must be in the confidence of the commander and the S.A.S.O. from the first moment a plan is contemplated. The signals plan, which will be prepared under his supervision, must not only meet all operational needs, but must be prepared in time to enable all the necessary signals resources to be made available and installed, and for the signals personnel to be thoroughly trained in the use of the equipment. For these reasons the detailed signals plan should be prepared in advance of the detailed operational plan at all stages of planning.

### SERVICES AFFILIATED TO THE AIR STAFF

#### Fire

21. Civilian fire staff officers are established at all command headquarters and at Headquarters, No. 90 Group. These officers are known as Command or Group Fire Officers, as appropriate. They are responsible for the control, co-ordination, and administration of fire services within the command or No. 90 Group.

#### Marine Craft

22. Marine craft sections are established at certain formations and are responsible for :—

(a) All marine craft operational matters including :—

(i) The operation of H.M.A.F. vessels and R.A.F. marine craft in connection with flying boat operations, search and rescue, and squadron training.

(ii) Liaison with the moorings organization for the siting, laying, and maintenance of aircraft and marine craft moorings, targets, and buoys.

(iii) The normal movement by sea under their own power or in tow of H.M.A.F. vessels and marine craft.

(b) Marine craft administration and organization matters (to the A.O.A. or S.O.A.).

#### Meteorological

23. The meteorological service is a civilian organization controlled by the Meteorological Office in the department of the P.U.S. at the Air Ministry. Representatives of the service are established as necessary at R.A.F. commands, groups, and stations which operate aircraft.

24. The meteorological service is responsible for :—

(a) The supply of climatic data affecting aviation in likely theatres of war, for use in the planning of operations.

(b) The provision of a continuous forecasting service for the supply of weather reports, forecasts, analyses, and other meteorological facilities to air staffs of command and group headquarters.

(c) The provision of meteorological staffs for briefing and de-briefing of aircrews at operational stations.

(d) Meteorological instructions to R.A.F. personnel.

#### Photography

25. The operational aspect of photography is an air staff responsibility, but the technical staff is responsible for photographic equipment and processes.

26. At some formations a separate photographic section in the air staff cannot always be justified. Responsibility for photography may, therefore, be vested in the technical staff, and air staff representation is provided for in either the operations or the training section by a G.D. officer with user experience.

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### THE AIR STAFF AND AFFILIATED SERVICES

- 27 26. At command level, the air staff officer responsible for these duties is required to co-operate with the military survey sections of the appropriate army formation in providing data for the Survey Service, which produces maps and charts.

#### Physical Fitness

- 28 27. Apart from its main task of maintaining a high standard of physical fitness in the Royal Air Force, the physical fitness branch also undertakes certain specialist physical training such as rehabilitation, parachute training, and wet dinghy drills. Representatives of the physical fitness branch are established in all R.A.F. commands, groups, and stations.

#### Public Relations

- 29 28. The public is interested in everything the armed forces do. The presentation of this work is of the greatest importance in maintaining high morale among R.A.F. personnel.

- 30 29. All public relations work is done under the general guidance of the Information Division of the Air Ministry, the head of which is the Chief Information Officer (C.I.O.).

- X 30. In peace-time, responsibility for keeping the Information Division supplied with news is usually vested in the command intelligence section. Civilian public relations officers (P.R.Os.) are, however, established in certain commands and on a regional basis in the United Kingdom. In war, P.R.Os. are usually established at command and group headquarters.

#### Research

- 31 31. All scientific staff employed by the Royal Air Force are under the control of the Scientific Adviser to the Air Ministry (S.A.A.M.) in the department of the C.A.S.

- 32 32. Scientists are established at all commands and at certain R.A.F. experimental establishments: in time of war they may also be attached to the headquarters of groups or lower formations. At a command headquarters the scientist in charge of the research section is known as the chief research officer (C.Res.O.). He is responsible to the commander, on whose authority items of work are undertaken and their priorities determined. His duty is to give advice or help to any section of the staff that requires it, e.g. he may be asked to investigate administrative or technical problems.

- 33 33. In general, however, the work consists of the analysis of past and present operations of the command to provide data on which policy decisions may be based and future operations, including exercises and training, may be planned. The section studies the use and efficiency of existing methods and equipment, and estimates the effect of future equipment on the work of the command. It is thus able to advise on the formulation of operational requirements.



CHAPTER 8

THE ADMINISTRATIVE STAFF AND AFFILIATED SERVICES

ADMINISTRATIVE STAFF

**Role of the Administrative Staff**

1. The primary role of the administrative staff is to plan the organization of the force and to arrange for the provision of the necessary personnel and material to meet operational requirements. They must give the commander the earliest possible warning when it seems likely that administrative resources will be unable to meet operational needs. The organization of this staff must not be regarded as rigid and will vary considerably with the role of the Royal Air Force in the theatre of operations.

**Air or Staff Officer in Charge of Administration**

2. The direction and control of the administrative staff at a command or group headquarters is vested in the air or staff officer in charge of administration (A.O.A. or S.O.A.). His task is to relieve the commander of as much administrative work as possible so that the latter may devote adequate time to the operational and training aspects of his command. He acts as the commander's principal adviser and executive on administrative matters and is directly responsible to the commander for the efficiency and smooth working of his staff. The other responsibilities which fall to him as a principal staff officer have been referred to in Chapter 6.

**Administrative Plans**

3. The administrative plans section is the most important link between the administrative staff and the air and technical staffs. It is responsible for :—

- (a) Planning the organization of the force in accordance with the commander's operational policy.
- (b) Working out his requirements in personnel and material.
- (c) Drawing up plans to use most economically and efficiently the resources at the commander's disposal.

4. Like its counterpart, the plans section of the air staff, it is primarily a thinking section and must not be allowed to become absorbed in the detailed supervision of the plans it has drawn up: this is the function of the organization, personnel, and equipment sections of the staffs. When, however, difficulties arise in the execution of administrative plans, this section may be required to advise on ways and means of overcoming them and, if necessary, to make suitable modifications to the original plan.

5. Administrative planning on a large scale will usually have to be undertaken only at the headquarters of senior formations such as commands. Administrative plans sections, therefore, will seldom be required at subordinate formation headquarters, where the work is usually done by the organization section or by an officer specially detailed for the purpose by the S.O.A.

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6. In locating the administrative plans section the need for the administrative planners to be in close touch with the air staff must be weighed against the need for them to have ready access to all other sections of the administrative staff. Where the air staff and the administrative staff are of necessity widely separated it may be necessary to provide for the administrative plans section to be represented at both locations.

### Organization

7. The organization section is responsible for the executive policy and direction of all organization matters within the formation. In headquarters with no administrative plans section the organization section usually does the administrative planning.

8. The extent to which the A.O.A./S.O.A. delegates responsibility to the head of this section cannot be rigidly defined. It will vary with different formations and can be decided only by the individual A.O.A./S.O.A. It is important, however, that he makes clear what he will deal with himself and what he wishes to delegate to the head of the organization section.

9. Often the A.O.A./S.O.A. defines policy and uses the organization section to collect and co-ordinate the work of the various branches of the administrative staff, e.g. the production of administrative instructions.

10. The division of duties in the organization section will depend upon the amount of work in the headquarters; there may be a large staff or only two or three officers. In general, the work is divided as follows :—

(a) *Head of Organization Section.*

- (i) Organization policy.
- (ii) Liaison with all branches of administrative staff.

(b) *Organization 1.*

- (i) Internal organization of units.
- (ii) Organization instructions and memoranda.

(c) *Organization 2. Establishments.*

(d) *Organization 3.*

- (i) Works services in connection with A.M.W.D.
- (ii) Accommodation and quarters.
- (iii) Requisitioning and de-requisitioning.

11. The following additional duties will be distributed depending on the load on the section in the headquarters :—

- (a) Formation, disbandment, moves, and transfers of units.
- (b) Visits and tour programmes.
- (c) Postal/special dispatch arrangements (usually at commands only).
- (d) Control of the stocking and distribution of publications and forms (through C.A.P.O.).
- (e) Control of the allocation of stationery and office machinery (through equipment section).

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### THE ADMINISTRATIVE STAFF AND AFFILIATED SERVICES

#### Personnel

12. The personnel section at a headquarters is responsible for policy and direction of :—

- (a) Appointments in general, including the supply of officers, airmen, airwomen, and civilian employees to units, and arrangements for their allocation.
- (b) Discipline of the air forces and the administration of air force and martial law.
- (c) The drafting and issue of routine orders and of orders and instructions on ceremonial.

13. The duties of the personnel section at a headquarters are allocated as follows :—

- (a) *Senior Personnel Staff Officer (S.P.S.O.)*. Liaison with air and technical staffs in all matters relating to :—
  - (i) Training of personnel.
  - (ii) Policy and priority of casualty replacement.
  - (iii) Manning of new units.
  - (iv) Work of the provost services in relation to the control of the civilian population.
- (b) *P.1.* Discipline, courts martial, courts of inquiry, air force and martial law, the drafting and issue of routine orders; ceremonials, burials, disposal of casualties and effects; honours and awards; leave policy.
- (c) *P.2.* All matters affecting officers; postings of officers and aircrew; appointments, reports, and personal affairs.
- (d) *Command Drafting Officer*. Responsible to his Commander-in-Chief that airmen and airwomen allocated to his command by the R.A.F. Record Office are distributed equitably between units under his control according to unit establishments, subject to any over-riding priorities laid down by the Air Ministry of his Commander-in-Chief.
- (e) *P.4.* The R.A.F. police and provost services; the custody and disposal of prisoners; co-operation with the air staff in the application of measures for internal security.
- (f) *P.5.* All matters connected with civilian labour, such as recruitment, welfare, and relations with organized labour (but see Chapter 19).

15. The personnel sections in different headquarters will vary greatly. Subordinate formations, for instance, will seldom be required to undertake the responsibilities allocated to P.5. In some command headquarters, the duties performed by P.5 are undertaken by a civilian (known as the Civilian Administrative Officer) working directly under the A.O.A.

#### Equipment

16. **Command Headquarters Equipment Organization.** At a command headquarters the equipment section is responsible for :—

- (a) Policy for the planning, organization, and direction of supply other than meteorological, works, medical, and dental stores.
- (b) The determination, in conjunction with the senior technical staff officer, of the extent to which technical facilities can assist in supply.
- (c) The policy direction of the catering service within the command (see also para. 21).



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In commands at home, the equipment section is also responsible for movements. The distribution of duties within the section cannot be rigid, but command equipment staffs are organized as nearly as possible to a pattern laid down by the Air Ministry.

17. **Static Group Headquarters Equipment Organization.** At a group headquarters the equipment section is responsible for :—

- (a) All matters affecting equipment or supplies.
- (b) Ensuring that the supply organization at all units in the group is working efficiently and in accordance with the direction given by command headquarters.

18. **Tactical Group Headquarters Equipment Organization.** The equipment staff of a mobile group in a tactical air force has responsibilities similar to those of a normal command equipment staff. Command headquarters states the general supply policy but does not concern itself with detail nor does it deal direct with mobile units of such groups.

19. **Channels of Control.**

- (a) *Commands at Home.* Command equipment staffs deal with units through the group equipment staffs except in the case of aircraft, mechanical transport, and marine craft allotments, when they deal direct with units (but see para. 18).
- (b) *Commands Abroad.* Command equipment staffs abroad follow the organization applicable to a mobile group (see para. 18) and deal direct with group and formation headquarters, and not with individual units.

### SERVICES AFFILIATED TO THE ADMINISTRATIVE STAFF

#### Accounts

20. **Cash and Pay Accounting.** Cash and pay accounting is done by personnel of the Secretarial Branch of the Royal Air Force. The service is represented at commands by the command accountant. Usually commands deal direct with units on accounts matters, but occasionally, e.g. Home Command, there is an accountant officer at groups. At stations, accounting is the responsibility of the station accountant officer. The accounting service has the following main responsibilities :—

- (a) Provision of funds, banking, currency, and similar services.
- (b) Preparation of accounts and issues of pay and allowances.
- (c) Payment for services to or for the Royal Air Force.
- (d) Accounting for cash expenditure and receipts.
- (e) Making claims against individuals for repayments and collecting monies due.
- (f) The administration of a central office for paying requisition claims.
- (g) Ration accounting.
- (h) Payment of bills for the equipment section and financial consideration of write-offs.

For further information, see A.P. 3222 (Cash and Pay Accounting Instructions).

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### THE ADMINISTRATIVE STAFF AND AFFILIATED SERVICES

#### Catering

21. Catering officers are established at command and group headquarters, stations, and all large self-contained units. At commands and groups the policy direction of catering is done by the S.E.S.O., but at stations the catering officer is responsible to the wing commander administrative. The catering officer at command or group is responsible for :—

- (a) The maintenance of a satisfactory standard of catering throughout the formation.
- (b) The administration of food supply services in the formation.
- (c) Dealing with N.A.A.F.I. services affecting catering.
- (d) The administrative aspects of food production at stations and units.

#### Chaplains

22. The chaplains' service is responsible for the spiritual and moral welfare of all personnel in the Royal Air Force.

23. Senior chaplains of different recognized religious denominations are established at command headquarters. Each is responsible for the personnel of his own denomination in that command.

24. The allocation of chaplains by denomination is made by the principal chaplain of that denomination on the advice of his formation representative.

#### Education

25. The Education Branch is established for the benefit of the Royal Air Force as a whole and is manned by officers with appropriate academic and professional qualifications. It contributes materially to the efficiency of service training at colleges, schools, and other training establishments by providing :—

- (a) Appropriate instruction at various levels in scientific, technical, and general subjects.
- (b) International technique courses for service instructors.
- (c) Professional advice and assistance on all aspects of technical training.

26. The Education Branch also provides, under the general education scheme, a wide range of educational facilities at all stations at home and abroad for officers, airmen, and airwomen.

#### ~~Fire~~

27. ~~Civilian fire staff officers are established at all command headquarters, at Headquarters, No. 90 Group, and at group headquarters in Maintenance Command. These officers are known as the command or group fire officers, as appropriate, and are responsible for the control, co-ordination, and administration of fire services within the command or group. At other group headquarters the work is usually done by the organization staff.~~

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### Medical and Dental

27 28. The head of the medical service at a command headquarters is the principal medical officer (P.M.O.). He has his representatives in subordinate formations who, in addition to performing their advisory duties, control the medical units and sections in their respective formations and areas.

28 29. The medical service is responsible for :—

(a) Advising commanders on measures for the preservation of health of the air forces.

(b) The collection, treatment, and disposal of the sick and wounded of the air forces, and the evacuation by air of the casualties of all Services (see A.P. 3218 (Manual of Tactical Air Force Operations)).

(c) Supervision of the professional duties of all medical personnel.

(d) The supply and replenishment of all medical equipment.

29 30. Units of the medical service are allotted to formations according to the requirements of the situation. The distribution of these units is made by the commander, through his administrative staff, on the recommendation of the P.M.O.

30 31. In the field, postings, promotion, and replacements of all medical personnel, whether in medical units or borne on the establishment of non-medical units, are the responsibility of the P.M.O. or his representatives; orders on these subjects should be issued through the personnel section of the administrative staff.

### Statistics

31 32. Civilian statistics officers are established at all command headquarters and at some group headquarters. They are responsible for ensuring that the Air Ministry and officers of the command or group receive such statistics as they may require, and for co-ordinating all records and returns in order to provide a speedy flow of information in the most suitable form.

### Works

32 33. The works services organization is described in Chapter 14.

### Women's Royal Air Force

33 34. The Women's Royal Air Force is described in Chapter 18.

CHAPTER 9

THE TECHNICAL STAFF AND AFFILIATED SERVICES

TECHNICAL STAFF

**Senior Technical Staff Officer**

1. The direction and control of the technical staff at a command or group headquarters is vested in the senior technical staff officer (S.T.S.O.). His broad responsibilities as a senior officer have been described in Chapter 6. He is the commander's principal adviser and executive on technical matters, and is directly responsible to the commander for :—

- (a) All armament, engineering, and radio (technical) matters.
- (b) The co-ordination of the armament, engineering, and radio staffs.
- (c) The day-to-day administration, operation, and servicing of mechanical transport.

2. S.T.S.Os. at commands may deal direct with the Air Ministry, with other commands, and with their own groups, on all purely technical matters concerning armament, engineering, and radio. S.T.S.Os. at groups within the same command may also deal direct with one another on these subjects.

**Technical Co-ordination Section**

3. The technical co-ordination section is responsible to the S.T.S.O. for planning and co-ordinating the work of the technical staff. The main functions of this section are :—

- (a) Planning, in conjunction with the air and administrative plans sections.
- (b) To advise the A.O.A. or S.O.A. on technical establishments and organization.
- (c) To keep technical statistics, including records of technical defects.
- (d) To issue command technical staff instructions, directives, planned servicing instructions, and servicing schedules.
- (e) To control the distribution of technical publications.

**Armament**

4. The command or group armament officer is responsible to the S.T.S.O. for :—

- (a) The technical efficiency of armament equipment and armament synthetic training equipment; and safety precautions for their use.
- (b) The implementation of Air Ministry armament policy.
- (c) The investigation of armament accidents, examination and classification of defects with recommendations for remedies, and the conducting of technical trials of armament equipment.
- (d) Continuation technical training and advice on establishments of armament tradesmen.

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- (e) Technical approval of specifications if the operational needs of the command require the repair or reconditioning of equipment to other than normal standards.
- (f) Advice on all armament matters.

### Engineering

5. The command or group engineer officer is responsible to the S.T.S.O. for :—

- (a) The technical efficiency of aircraft, mechanical transport, marine craft, safety equipment, workshop repair facilities, synthetic training equipment, and ground equipment.
- (b) The implementation of Air Ministry engineering policy.
- (c) The examination and classification of defects with recommendations for remedies, and the supervision of technical trials of engineering equipment.
- (d) Continuation technical training and advice on establishments of engineer tradesmen.
- (e) Technical approval of specifications if the operational needs of the command require the repair or reconditioning of equipment to other than normal standards.
- (f) Advice on all engineering, including electrical and instrument, matters.

### Radio

6. The command or group radio officer is responsible to the S.T.S.O. for :—

- (a) The technical efficiency of all radio equipment.
- (b) The examination and classification of defects, with recommendations for remedies, and the conducting of technical trials of signals equipment.
- (c) Continuation technical training and advice on establishments of signals and radio tradesmen.
- (d) Technical approval of specifications if the operational needs of the command require the repair or reconditioning of equipment to other than normal standards.
- (e) Advice on all radio engineering matters.

### Mechanical Transport

7. The command or group mechanical transport officer is responsible to the S.T.S.O. for all matters concerning the administration and operation of M.T., and to the command or group engineer officer for the servicing of M.T.

## SERVICES AFFILIATED TO THE TECHNICAL STAFF

### Aeronautical Inspection

8. The aeronautical inspection service is manned by R.A.F. personnel and by Air Ministry civilian technical staff. It is controlled by the Directorate of Aeronautical Inspection Services (D.A.I.S.) at the Air

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### THE TECHNICAL STAFF AND AFFILIATED SERVICES

Ministry, in the department of the A.M.S.O. Aeronautical inspection officer posts are normally established only at command headquarters, but exceptions are made to include such posts in the headquarters of groups in Maintenance Command.

9. The functions of the aeronautical inspection service are :—

- (a) The inspection of equipment during storage or manufacture in third and fourth line units of the Royal Air Force at home and abroad.
- (b) The inspection of equipment during manufacture or repair by contractors engaged on Air Ministry contracts.
- (c) The inspection of work and services carried out by contractors' working parties at R.A.F. units under Ministry of Supply contracts.
- (d) The inspection of explosives, danger buildings, and explosives storage at R.A.F. establishments.
- (e) The quality control of petroleum products.

10. The command or group aeronautical inspection officer (C.A.I.O. or G.A.I.O.) is responsible both to the formation commander and to the D.A.I.S. for aeronautical inspection services within the formation. He usually works through the S.T.S.O., but in certain formations where no S.T.S.O. is established he works through the S.A.S.O.

### **R.A.F. Bomb Disposal Organization**

11. The R.A.F. bomb disposal organization is responsible for dealing with British and Allied missiles on operational airfields and, with the corresponding formations in the Royal Navy and the Army, for the protection of the general public in the United Kingdom from such hazards.

12. Operational control of the bomb disposal organization is vested in the Air Ministry (D.Arm.Eng.) and this control is exercised directly over bomb disposal units based in the United Kingdom. Where bomb disposal formations are established in commands abroad or in operational theatres, a command bomb disposal staff officer is appointed to the command headquarters, and functional as well as administrative control is exercised through normal command channels. The Air Ministry retains an over-riding control regarding the actual bomb disposal techniques employed, irrespective of command or theatre.

13. In the United Kingdom, bomb disposal units are located on a regional basis which conforms broadly with that of the Civil Defence Regional Organization. In commands abroad or operational theatres, they are located as required by the commands to meet operational requirements.

**SERVICES NOT GENERALLY REPRESENTED AT A FORMATION HEADQUARTERS**

1. Certain services not mentioned in Chapters 7, 8, and 9 are, with few exceptions, represented only at formation headquarters abroad. At home, they are controlled direct from the Air Ministry. They are :—

- (a) Legal.
- (b) Movement.
- (c) Provost and security.

**LEGAL**

**The R.A.F. Legal Branch**

2. The responsibility for legal services in the Royal Air Force is vested in the R.A.F. Legal Branch. Work is centred in the Directorate of Legal Services in the Air Ministry, in the department of the A.M.P. The Director of Legal Services (D.L.S.) is also head of the Legal Branch. The main duties of the Legal Branch are :—

- (a) To advise and help convening officers in the preparation of cases for trial by court martial.
- (b) To prosecute at courts martial, when required.
- (c) To advise air officers on questions connected with summary jurisdiction under the Air Force Act.
- (d) To give advice on courts of inquiry.
- (e) To give instruction in Air Force Law.
- (f) To give advice on general legal questions arising out of the Air Force Act, except on questions arising in a case after trial by court martial has been completed; advice on such questions will be given by the Judge Advocate General or his Deputy.
- (g) To arrange for the defence of accused persons who are tried by court martial and, in the event of their conviction and subsequent appeal to the Courts Martial Appeal Court, to arrange legal aid for the appellant and also to instruct counsel for the respondent.
- (h) To give legal advice to airmen and airwomen on civil legal matters under the legal aid and advice scheme.

3. The R.A.F. Legal Branch is not decentralized to commands at home but the D.L.S. is represented by a staff on the headquarters of 2nd T.A.F., M.E.A.F., and F.E.A.F.

**Judge Advocate General's Department**

4. The administration of Air Force Law from the time a case comes to court martial is not the responsibility of the R.A.F. Legal Branch, but is vested in the department of the Judge Advocate General (J.A.G.), a civilian under the aegis of the Lord Chancellor. He deals with the Army and the Royal Air Force. The J.A.G.'s department superintends the administration of Air Force Law so far as judicial questions are concerned and, in particular, is responsible for :—

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- (a) The provision of judge advocates.
- (b) The review and custody of court martial proceedings.
- (c) Giving advice on general legal questions which the D.L.S. considers should be sent to him for the benefit of his advice.

5. The J.A.G. has no representatives at commands in the United Kingdom but is represented in the headquarters of 2nd T.A.F., M.E.A.F., and F.E.A.F.

## MOVEMENT

### Policy

6. At home and in established commands abroad the Royal Air Force provides its own movement organization. This organization and its Army equivalent co-operate closely at all levels, particularly for surface movements.

7. The policy for movements at home and abroad is directed by the Director of Movements in the D.G.O.'s department at the Air Ministry. At home the Director of Movements exercises direct control of the movements organization, with the exception of air movements in Transport Command, over which he exercises policy control.

### Air Movement

8. Air movement of personnel and freight within the United Kingdom is handled on a day-to-day basis and is carried out by communications flights, special flights of Transport Command aircraft, or by civilian air services. In war all applications for air-lift will be considered by an air priorities board representative of the Government and the fighting Services. The duties and functions of this board are described in A.P. 3154 (Manual of Air Transport Operations).

9. Trunk routes and scheduled services between the United Kingdom and the commands abroad are operated by Transport Command. The movement of personnel and freight on these routes is supervised by movement sections (air) at Transport Command stations at home, and by staging posts abroad. These movement sections (air) are controlled by the station commander through the wing commander flying. Commands abroad control those parts of the trunk routes, and the staging posts, which lie within their areas of responsibility. The movement of personnel and cargo by air within commands abroad is the responsibility of the movements staff of the respective command headquarters.

### Sea Movement

10. Movement of R.A.F. and Army personnel and freight by sea is co-ordinated where possible and is arranged between the Air Ministry, the Director of Sea Transport at the Ministry of Transport, and the War Office. R.A.F. movement units (embarkation) are established at ports as necessary to handle the embarkation and disembarkation of all R.A.F. traffic, including R.A.F. families. The units at home are functionally controlled by the Air Ministry. Sea transport officers represent the Director of Sea Transport at a port and constitute a link between the staff of a ship and the staff of the R.A.F. movement unit (embarkation).



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### SERVICES NOT GENERALLY REPRESENTED AT A FORMATION HEADQUARTERS

11. Movement units (embarkation) are also established at appropriate ports abroad where the same movement system operates except that the units are under the functional control of the Royal Air Force command headquarters. For assault landings, R.A.F. beach flights or squadrons may be established to handle and maintain R.A.F. stores, equipment, and transport in the early stages of an amphibious operation.

### Road and Rail Movement

12. At home the surface movement of R.A.F. personnel and material is controlled by movement units (road and rail) which are established on a regional basis and are functionally controlled by the Air Ministry. For convenience they are situated alongside similar staffs at Army commands.

13. To assist them with rail movements, movement units (road and rail) have movement control staffs at selected railway stations. In war, movement control staffs are also located at the headquarters of Army districts to deal with the increased volume of traffic.

14. The duties of R.A.F. movement units (road and rail) include :—

- (a) Making arrangements within the Royal Air Force, and with other Service and Government departments for the co-ordination of traffic.
- (b) Providing special trains and rolling stock, when required.
- (c) Negotiating contracts for the hire of civilian mechanical transport vehicles.
- (d) Routeing and timing of M.T. convoys.
- (e) Liaison with civil and service police.

15. The Director of Movements also functionally controls M.T. companies which are units on the home establishment used to keep squadrons mobile, for dock clearance, and for the movement of stores by road. Abroad, arrangements for controlling internal surface movement are made by the appropriate command headquarters according to local conditions.

### Army and Air Forces Operating Together

16. When the Army and the Royal Air Force are operating together in a theatre abroad, the aim will be to pool resources to the maximum short of hindering operational efficiency. As the Army is likely to be the greater user of movement facilities it will usually provide the majority of them, but authority exists for the Royal Air Force to provide its own facilities such as road transport between the base and forward area when the amount of R.A.F. traffic so justifies.

17. The Royal Air Force has no equivalent to the Army transportation service which, if necessary, undertakes the operation of railways, ports, and inland water transport; the Royal Air Force therefore relies entirely on the Army for this service.

18. For details of the inter-Service division of responsibility for movement when the Royal Air Force and the other Services are operating together in the field, see A.P. 3198 (A Planning Guide to the Division of Administrative Responsibility between the Royal Navy, the Army, and the Royal Air Force in Operations).

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### PROVOST AND SECURITY

#### Responsibilities

19. The R.A.F. provost and security service is responsible for :—
- (a) Maintenance of discipline.
  - (b) Prevention and detection of crime.
  - (c) Implementation of certain aspects of intelligence (security) policy.
  - (d) Control of entry into R.A.F. establishments and stations by means of the pass and permit system.

#### Organization

20. The head of the Provost Branch is the Provost Marshal and Chief of Air Force Police. He also holds the appointment of Director of Personal Services (Provost Marshal) in the department of the A.M.P. at the Air Ministry.

21. The Provost Marshal exercises control of the provost and security service through the Deputy Provost Marshal (United Kingdom) (D.P.M. (U.K.)) at home, and through command provost marshals (C.P.Ms.) abroad.

22. The D.M.P. (U.K.) controls, through headquarters, Provost and Security Service (U.K.), subordinate formations functioning on a geographical basis. They are termed police districts, and are commanded by assistant provost marshals (A.P.Ms.). The D.P.M. (U.K.) also has certain responsibilities in the independent districts of Gibraltar and Malta.

23. At command headquarters abroad, the C.P.M. and his staff form part of the command headquarters and function as a staff of the service. At air headquarters, and group headquarters with territorial responsibilities, the senior provost officer may be an A.P.M. (wing commander), a D.A.P.M. (squadron leader), or a flight lieutenant (provost), depending on the size and importance of the district he controls. Each district has provost detachments and specialist sections for deployment within its territory as directed by the senior provost officer.

24. **Provost and Security Liaison Officers (P.S.L.Os.).** Provost and security liaison officers are established at each police district headquarters in the United Kingdom, on the basis of one officer to approximately twenty stations. They have a dual responsibility, namely :—

(a) Advising station commanders on police matters generally, and in particular on the practical problems of provost (security); investigating and preventing crime; discipline; deployment of station police and police dog detachments; continuation training of station police and police dogs; establishments.

(b) To carry out the technical directions received from the D.P.M. (U.K.) through the A.P.M.

25. **Miscellaneous Appointments.** It may be necessary from time to time to make certain special appointments, such as has already been done in Bomber and Maintenance Commands, which do not conform to the standard organizational pattern outlined above. In such cases the provost officers appointed will act as staff officers for the purpose of advising on and organizing provost (security) arrangements in connection with special commitments.

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SERVICES NOT GENERALLY REPRESENTED AT A FORMATION HEADQUARTERS

### **Joint Service Responsibilities**

26. Under the terms of the Tripartite Order of 1949 (an Order in Council issued under the defence regulations) reciprocal powers of arrest are given to Naval, Army, and Air Force provost marshals and their assistants.

27. If their duties bring them into contact with the civilian populations, the R.A.F. police provost (security) sections work in close touch with the Army field security section. When the Royal Air Force control an area, the R.A.F. police provost (security) sections are responsible for service and civilian security.

28. Officers and N.C.Os. of the R.A.F. police may at any time call upon any Naval, Army, or Air Force personnel to help them in carrying out their duties.

ORGANIZATION OF AN OPERATIONAL STATION

FUNCTION

1. The operational station exists so that operational squadrons may function efficiently. The organization of such a station is not rigid and is varied to suit conditions. Most stations are organized on a "three-prong" basis, and although their organization may differ in detail, the framework will be similar.
2. Stations are usually commanded by a group captain or wing commander, who is responsible to the group commander for the operations, training, administration, technical maintenance, and discipline of the station. The station is divided into three wings, flying, administrative, and technical, which are usually commanded by wing commanders who are known as the wing commanders flying, administrative, and technical respectively. This division of the station into three wings frees the station commander from restrictive detail and allows him to devote the maximum of attention to the running of the station as a whole; it also gives an advantage in servicing as it makes the most economical use of manpower.
3. A varying number of squadrons, normally not more than four, may be based on a station. Squadrons are commanded by wing commanders or squadron leaders, depending on the role of the squadron, and consist of aircrew and enough administrative and technical personnel to carry out day-to-day administration and first-line servicing. The equipment held by a squadron is limited to its aircraft and such flying, administrative, and technical equipment as is essentially a part of the squadron. The additional facilities and personnel required, such as air traffic control, flight planning, messes, M.T., stores, and technical maintenance beyond the capacity of the squadron, are provided by the station, and are the direct responsibilities of the appropriate wing commander.

RESPONSIBILITIES OF THE STATION COMMANDER

4. The station commander is responsible to the group commander for the efficiency of his station. This includes squadron operations, ground defence, passive defence, the administration of the station, technical services, and the morale and discipline of the personnel under his command. He is also responsible for the systematic and efficient training of all personnel under his command. He exercises the full powers of a commanding officer as stated in Q.R. 1067.
5. The station commander normally delegates the detailed responsibilities for flying, administrative, and technical matters to the appropriate wing commanders, but with three provisos. These are :—
  - (a) When operational units of the R.A.F. Regiment are allotted to the station, they will be directly under his command and control.
  - (b) He has certain direct responsibilities concerning accounts and equipment (see Q.Rs. 76 and 77).
  - (c) He may delegate his powers of summary punishment to subordinate commanders at two different levels (Q.R. 1070(4)).

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In the station commander's absence the senior general duties officer assumes command of the station.

6. A diagrammatic layout of the organization of a typical operational station is shown in Appendix "E".

### FLYING WING

7. The wing commander flying is responsible to the station commander for all aspects of flying, operations, and training. He is also responsible for the various sections which are provided to aid flying, such as air traffic control, operations, flight planning, etc.

8. Each squadron commander is responsible to the wing commander flying for the general efficiency of his squadron and also for the first-line servicing of his aircraft. He is normally granted the powers of a subordinate commander over all personnel of his squadron.

9. The layout of the organization of a typical flying wing is shown in Appendix "E".

### ADMINISTRATIVE WING

10. The wing commander administrative is usually an officer of the general duties branch and is normally the deputy to the station commander. He is responsible to the station commander for the general administration of the station, and for the work of the various sections, such as ground combat training, accounts, and equipment. The layout of the organization of a typical administrative wing is shown in Appendix "E".

11. Although the wing commanders flying and technical are responsible for the discipline and day-to-day administration of the personnel of their wings, the wing commander administrative is responsible for the discipline and administration of the station as a whole, *e.g.* the administrative wing produce P.O.Rs. for the whole station and maintain the personal records of all personnel. Because of this, close liaison must exist between the three wing commanders.

### TECHNICAL WING

12. The wing commander technical may be an officer of any of the technical sub-branches, *i.e.* tech(E), tech(A), or tech(S). He is responsible to the station commander for the technical efficiency of the station. Normally it is convenient to divide the technical wing into four specialist squadrons, engineering, signals, armament, and M.T., and a technical co-ordination section, as shown in Appendix "E".

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**CHAPTER 12**

**PERSONNEL**

**Manning of the Royal Air Force**

1. The air staff state the task for each command and unit in peace and war. The organization staff prepare personnel establishments to meet each task; and the personnel staff arrange for manning of the establishments. The broad policy on tasks, establishments, and manning is decided at the Air Ministry. This policy is concerned with the structure of the Service in peace and its expansion in war. The war establishments enable the personnel branch to plan quickly the deployment of regulars, auxiliaries, and reservists at the outbreak of war.

**Officers**

2. The manning policy for officers is implemented by the A.M.P.'s department at the Air Ministry, who hold officers' permanent records. Officers are posted either by the Air Ministry to fill specific appointments, or to commands who repost within the command. Whether an officer's posting is centralized or decentralized depends on his rank and branch.

**Airmen**

3. Air Ministry policy for the drafting of airmen is implemented by the A.O.C. R.A.F. Record Office whose responsibilities are :—

(a) The posting of airmen (other than aircrew) to commands at home and abroad in peace and war, including the posting of reservists on mobilization to fill war establishments.

(b) The maintenance of permanent records of all airmen (including aircrew).

(c) The general administration of all airmen in the Royal Air Force, except for unit administration and discipline which are the responsibility of the unit commander.

4. The personnel section at command is responsible for posting airmen within the command to fill established vacancies. In 2nd T.A.F., however, this responsibility is undertaken by a Base Personnel Office (B.P.O.).

**Airmen Aircrew**

5. Airmen aircrew are posted by the Air Ministry to commands but their permanent records as airmen are held by the A.O.C. Record Office.

**Personnel Returns and Records**

6. Regular personnel returns are essential for efficient administration as they provide the commander with information he needs, and the staff with statistics of strength on which replacements and reinforcements are demanded. These returns are explained in A.P. 3220 (Handbook of R.A.F. Statistics, Vol. 2).

**Reinforcements**

7. On mobilization the initial expansion of the Royal Air Force is accomplished by posting reservists to fill war establishments and by redeploying regulars. A system of priorities will operate so that the vital

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establishment vacancies are filled first. After this initial expansion and redeployment, reinforcements are necessary to replace wastage as it occurs and to provide further expansion.

8. **Reinforcement Pool.** Commands at home and abroad are reinforced by the Air Ministry (officers and aircrew) and the Record Office (airmen). Abroad, the supply of reinforcements is complicated by the time taken to transport them from the United Kingdom or from the training area to the theatre of operations. It may therefore be necessary to create a reinforcement pool to replace wastage as it occurs. The size of this pool will depend on the expected casualty rate, the duration of the campaign, and the time taken to transport reinforcements. It is important that the efficiency of the personnel held in the reinforcement pool should be maintained. This can usually best be done by employing flying personnel on ferrying and testing aircraft and by attaching skilled tradesmen to a depot so that they can be employed in their trades. Commanding officers must understand, however, that such personnel are attached and do not form an integral part of their establishment.

9. **Transit Camps.** Whether or not a reinforcement pool is set up, an organization will normally be needed to receive and dispatch drafts. These organizations are known as transit camps and will be provided as and when necessary.

### Casualty Procedure

10. Full details of casualty procedure are given in A.P. 1922 (Casualty Procedure).

COMMUNICATIONS AND SIGNALS ORGANIZATION

COMMUNICATIONS

**Communications Systems**

1. There are three principal requirements for communications :—
  - (a) *Between Ground Stations (Including Headquarters)*. Two communications systems between ground stations, operational and administrative, are usually provided, both on a scale necessary to ensure the rapid delivery of urgent messages. Other messages are dealt with by different means so as to avoid prejudicing the efficiency of the telecommunications organization.
  - (b) *Between ground stations and aircraft.*
  - (c) *Between aircraft.*
2. To meet these requirements, the Royal Air Force makes use of the following :—
  - (a) *Radio Systems*. Radio systems are used for telegraphy and for the transmission of speech.
  - (b) *Landline Systems*. Landline systems are also used for speech and telegraphy.
  - (c) *Visual Systems*. Visual systems include signalling by flags, lamps, semaphore, ground strips, and pyrotechnics.
  - (d) *Message Carrying Agencies*. Dispatch riders and aircraft are used for carrying messages if the traffic load justifies their use, and if the requirement cannot be met by normal post. The signals organization is not responsible for these agencies.

**Control and Co-ordination of Communications**

3. Authority to control telecommunications in the United Kingdom is vested in the Postmaster-General as the representative of H.M. Government. The General Post Office will co-ordinate all civilian requirements for research, development, and production (unless a Service Department or the Ministry of Supply has undertaken a specific responsibility) in the same way as the Ministry of Defence co-ordinates defence requirements. Frequency allocation and planning (apart from day-to-day frequency allocation) will be dealt with by the Frequency Committee set up by the Post Office.
4. **Defence Services Line Telecommunications Board**. The Defence Services Line Telecommunications Board co-ordinates the requirements of the three Services for telephone and teleprinter channels within the United Kingdom. The chairman is a representative of the General Post Office.
5. **British Joint Communications–Electronics Board**. The British Joint Communications–Electronics Board is an advisory and co-ordinating body whose agreements are implemented by the members through their Service departments. It advises the U.K. Chiefs of Staff on combined



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and joint communications matters, and acts as a link between the U.K. armed services and the armed services of the Commonwealth, United States, and other nations, and the U.K. civil authorities.

6. **Communications Electronics Liaison.** Liaison for the British Commonwealth/United States Service communications is effected through the British Joint Communications Electronics Board (U.K. Joint Communications Electronics Committee (Washington)), the Canadian Joint Telecommunications Committee, and the U.S. Joint Communications Electronics Committee, or their sub-committees and panels.

### R.A.F. SIGNALS ORGANIZATION

#### Division of Responsibilities at the Air Ministry

7. The head of the R.A.F. signals organization is the Assistant Chief of the Air Staff (Signals) (A.C.A.S.(S)) at the Air Ministry. He is established in the Department of the C.A.S., and is responsible to the D.C.A.S. for all air staff aspects of the signals organization.

8. The Controller of Engineering and Equipment (C.E.E.), in the department of the A.M.S.O., is responsible for the technical efficiency of the signals service and for the provisioning of signals equipment.

9. Appendix "F" shows the Air Ministry signals staff organization.

#### Signals Staff Organization

10. At command and group headquarters separate staffs are established to deal with the air staff and radio engineering aspects of signals. At stations, however, this division of staffs is unnecessary since most of the signals work is of an engineering nature. The whole of the signals section, therefore, including operating and servicing tradesmen, is normally established as a self-contained signals squadron in the technical wing (see Appendix "E"). Nevertheless, the station signals officer has direct access to the wing commander flying, on operational signals matters, to the wing commander administrative, on administrative signals matters, and to the station commander to whom he acts as signals adviser.

#### No. 90 (Signals) Group

11. As so much of the signals service is common to all units, a special signals group (No. 90 Group) is responsible for it. The group is operationally controlled by the A.C.A.S.(S) but the radio engineering tasks are allocated by the C.E.E.

12. No. 90 (Signals) Group operationally controls the inter-command telecommunications system, and the defence teleprinter network (D.T.N.) and tape relay systems within the U.K. It is responsible, amongst other things, for the installation, major servicing, and calibration of ground radio facilities and common user navigational aid systems (which it also mans), and for the development and provision of radio countermeasures within the United Kingdom.

#### Communication Orders

13. Orders about signals matters such as telecommunications and cipher procedures, signals discipline, and signals equipment, are issued by the Air Ministry as communication orders.

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COMMUNICATIONS AND SIGNALS ORGANIZATION

### **SIGNALS RESPONSIBILITIES OF OTHER SERVICES**

(See A.P. 3198)

#### **Royal Navy**

14. In amphibious operations the Royal Navy provides signals facilities to the base and, in co-operation with the Royal Air Force, provides communication to spotting aircraft during bombardment.

#### **Army**

15. The Army is responsible for :—

(a) Providing, operating, and servicing mobile communication equipment, both for controlling aircraft giving air support and for Army units to signal visually to aircraft co-operating with them.

(b) Providing, installing, and servicing lines, telephones, and terminal equipment for the Royal Air Force in the field, and abroad down to wing level. This is the responsibility of Air Formation Signals. The Royal Air Force operates the equipment and also provides any special telephone equipment for use in operations or filter rooms.

#### **General Post Office**

16. In the United Kingdom the General Post Office instals and services all land-line communications, including terminal equipment. The Royal Air Force is responsible for operating the equipment.

**WORKS SERVICES ORGANIZATION**

1. The works services organization is primarily civilian manned, but has a service element—the R.A.F. Airfield Construction Branch. The organization is known as the Air Ministry Directorate-General of Works (usually referred to as A.M.W.D.). The head of the organization is the Director-General of Works (D.G.W.) whose Directorate-General is in the Department of the A.M.S.O. at the Air Ministry.

**Responsibilities**

2. The A.M.W.D. is responsible for the design, construction, and maintenance of R.A.F. stations, including airfields, runways, buildings, airfield lighting, structures, roads, electrical heating, water, gas, drainage and sewerage services, fixed machine tools, and bulk fuel installations. They are also responsible for the provision of works stores and for the administration of all Air Ministry property, lands, and estates.

**Organization**

3. At commands, at home and abroad, the A.M.W.D. is represented by a chief engineer. His responsibilities are :—

(a) To the A.O.C.-in-C., as works technical adviser (usually through the A.O.A.).

(b) To the D.G.W. for :—

(i) The administrative, financial, and technical control of works services throughout the command to which he is appointed.

(ii) The administrative and disciplinary control and general efficiency of a number of works areas.

4. **Works Areas.** The United Kingdom is divided geographically into 16 works areas, but abroad works areas are regional, *e.g.* Hong Kong, Aden, Malaya. Each area is in the charge of a superintending engineer (S.E.) who has a technical staff comprising civil engineers, mechanical and electrical engineers, surveyors, and lands officers. The S.E. is responsible for the works services of all R.A.F. stations in his area, and acts as the works adviser to those A.Os.C. groups or other formations whose stations are within his area.

5. **Works Sections.** Each works area is divided into four or five sections in the charge of a section officer (S.O.) with a small staff. The section officer is the local representative of the S.E. and is in direct control of all works matters concerning R.A.F. stations and other establishments in his section—except for certain major new works where a resident engineer is appointed with direct responsibility to the S.E. of the area.

6. **Station Works Staff.** On an R.A.F. station the A.M.W.D. representatives are the clerk of works, in charge of building work, and the station engineer, in charge of mechanical and electrical services. They are responsible to the S.O. for all maintenance and other works services on the station, except where special staff is appointed for major new work (see also para. 5).

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### **Relationship between Works and Administrative Staffs**

7. The A.M.W.D. staff work in liaison with the organization branch of the administrative staff. The representatives of the organization branch and the A.M.W.D. staff together plan the works service requirements. The A.M.W.D. staff are responsible for the detailed planning (and later construction) to satisfy both R.A.F. requirements and A.M.W.D. regulations. For further details, see A.P. 855 (Regulations for Works Services).

### **The R.A.F. Airfield Construction Branch**

8. The R.A.F. Airfield Construction Branch (A.C.B.) is under the overall functional direction of the D.G.W., and is primarily responsible for providing the mobile engineer force required to construct, maintain, and repair R.A.F. airfields and installations in theatres abroad in war (and also in peace, in certain circumstances). It also undertakes works services at home and abroad when the normal civilian resources of the A.M.W.D. are not available.

9. The principle underlying the provision of R.A.F. airfield construction units is that the responsibility for engineer support to the Royal Air Force in operational theatres abroad in war is shared equally between the Royal Air Force (A.C.B.) and the Army (R.Es.). These responsibilities are exercised under the joint engineer staff at the joint Army/Air command. Within the terms of this joint responsibility, the routine maintenance of R.A.F. airfields and other establishments rests with the Royal Air Force (A.C.B.).

10. When practicable, units of the A.C.B. will be under the administrative and functional control of the R.A.F. formations to which they are allotted, and the formation staffs will include A.C.B. officers as appropriate.

11. The operational unit of the A.C.B. is the airfield construction squadron (light or heavy). Two or more squadrons may be formed into an airfield construction wing for operational control. The squadrons are formed on a mobile basis and are equipped with a range of earth-moving and construction plant, and M.T. and mobile repair facilities according to requirements. Squadrons are supported by certain ancillary units, e.g. repair units (plant), mechanical and electrical squadrons, quarrying and well-boring flights.

**Responsibility for Supply**

1. The Air Member for Supply and Organization (A.M.S.O.) is responsible for the supply of all equipment to the Royal Air Force, with the following exceptions :—

- (a) Medical stores, equipment, and appliances, which are the responsibility of the Director-General of Medical Services.
- (b) Meteorological equipment, which is the responsibility of the Director of the Meteorological Office.
- (c) Stationery and office machinery, which are supplied by H.M. Stationery Office.

2. Within the department of the A.M.S.O., the Director-General of Equipment (D.G.E.) is responsible for :—

- (a) The supply of all equipment except works stores and plant, which are supplied by the Director-General of Works (D.G.W.).
- (b) The supply of publications, forms, and secret and confidential documents (see A.P. 113A (Regulations for the Supply and Maintenance of Publications and Forms) and A.P. 3086 (Security Manual)).
- (c) The provision policy for complete vehicles and marine craft and their spares which are provided by the Director of Mechanical Transport (D.M.T.), who reports to the C.E.E. through the D.G.T.S.
- (d) The requisitioning of complete aircraft from the Ministry of Supply; the Director-General of Organization (D.G.O.) calculates the requirements.

The D.G.W. and the D.G.O. report direct to the A.M.S.O.

3. The principles are illustrated diagrammatically in Appendix "G".

**Functions of Supply**

4. The functions of supply are to :—

- (a) Decide what quantities of equipment and supplies will be required.
- (b) Order equipment and supplies required at the right time through the appropriate supply agency, *e.g.* the Ministry of Supply, Ministry of Works, etc.
- (c) Receive and store equipment when manufactured and to maintain it in store.
- (d) Distribute equipment and supplies to :—
  - (i) Units at home and formations abroad.
  - (ii) Contractors, for embodiment in new production or for use in the repair of R.A.F. equipment.
  - (iii) Agencies outside the Royal Air Force, including Commonwealth and foreign governments.
  - (iv) Points abroad for the support of aircraft in goodwill flights, exercises, record flight attempts, or special exercises.
- (e) Arrange for the repair of equipment by the Service or by industry.
- (f) Dispose of surplus equipment.

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### Estimation of the Quantities of Equipment Required

5. There are three broad classifications of requirements for equipment :—

- (a) Requirements for day-to-day maintenance of the Royal Air Force with equipment in use.
- (b) Initial requirements for newly adopted equipment.
- (c) Requirements for future programmes.

6. Estimates of day-to-day maintenance requirements are based largely on past consumption as adjusted by foreseen variations in the factors affecting consumption. Initial requirements are based on the role and development of the units to be equipped and experience in the use of similar articles. Programme requirements provide for the rearming of squadrons, the supply to contractors of equipment for repair or incorporation in new aircraft on the production line, and the formation of new units. It is essential that all users of equipment and in particular operations staffs at all levels keep in close touch with the appropriate equipment staff officers and inform them promptly of any unforeseen commitment, or any unexpected change in operational effort, in order that adequate time may be available to provide the necessary resources.

7. The main supply units (equipment and ammunition depots) in the Royal Air Force maintain records of their supply transactions, which enable them to provide at regular intervals the basis for much of the work of the D.G.E.'s provision branches which decide the quantities of equipment finally to be ordered for the Royal Air Force.

### Initiating Action to Obtain Equipment

8. Subject to financial approval, the D.G.E.'s provision branches requisition on the appropriate Government or other supply agency. These, in turn, place manufacturing or repair contracts with industry. The agencies supplying equipment to the Royal Air Force are :—

(a) *Ministry of Supply.* The Ministry of Supply is responsible for the design and production of aircraft and the procurement of most technical and non-technical equipment. As the Controller of Aircraft at the Ministry of Supply is an additional Member of the Air Council, close co-operation between the Air Ministry and the Ministry of Supply is assured.

(b) *Ministry of Works.* The Ministry of Works is responsible for the supply of certain articles of common use in Government departments, e.g. office furniture.

(c) *Ministry of Fuel and Power.* The Ministry of Fuel and Power arranges the supply of solid fuel in peace and in war. In war it also arranges the supply of aviation and other petroleum fuels, through a Petroleum Board. (See also paras. 13 and 24.)

(d) *Other Government Departments.* Certain other Government departments supply small ranges of equipment.

### Delivery, Reception, and Storage of Equipment

9. New and repaired equipment is delivered to the main supply units. These units, which are controlled by Maintenance Command through the appropriate group headquarters, are dispersed throughout the country.

The main supply units are :—

- (a) Aircraft storage units, which hold stocks of complete aircraft.
- (b) Aircraft equipment depots, which hold the complete range of equipment which can be installed in or fitted to an aircraft, or used in connection with aircraft.
- (c) Ground equipment depots, which hold all technical equipment, materials, etc., other than the range held in A.E.Ds.
- (d) Barrack and clothing depots.
- (e) M.T. storage units, which hold and distribute the vehicles required by the Royal Air Force.
- (f) Explosives depots, which hold stocks of explosives and compressed gases.

10. Reserve stocks of aviation fuels and aircraft engine lubricating oils are held by the oil companies on behalf of the Royal Air Force at Air Ministry owned fuel depots.

### **Distribution of Equipment**

11. The main supply units issue in detail to user units at home and in bulk to commands abroad. Ammunition parks and equipment parks may also be set up in war to receive explosives and equipment from depots in bulk and to supply in detail individual units in particular areas.

12. The technique of movement generally and the co-ordination of movement of equipment to commands abroad is the responsibility of the Director of Movements.

13. (a) Aviation fuel and aircraft engine lubricating oils are distributed as follows :—

(i) In peace, by the petroleum industry under A.M. contract, direct to units. War reserves of aviation fuel are delivered from commercial port installations by rail or pipeline to inland aviation fuel depots (A.F.Ds.).

(ii) In war, from A.F.Ds. to units by road or rail tank waggons. If the demand for fuel is great enough and if there is an A.F.D. within reasonable distance, aviation fuel may be delivered direct to airfields by pipelines.

(b) Ground fuels (including M.T. gas) are distributed as follows :—

(i) In peace, by the petroleum industry under A.M. contract, direct to units (see also para. 16).

(ii) In war, under Petroleum Board arrangements from national war reserves (including those held for the Royal Air Force by the War Office).

### **Disposal of Equipment**

14. Equipment surplus to requirements or beyond the servicing capacity of the unit is usually returned to the main supply units, which send any repairable equipment for which a requirement exists to the repair organization. Surplus equipment, whether serviceable or repairable, is disposed of by depots.

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### Equipment of Common Usage

15. It is a basic principle of supply that items of equipment used in the three Services should be provided by one Service, the chief user, for the use of the others. In the interests of economy in materials, shipping space, and administrative overheads, this principle was applied in the Second World War 1939-45, particularly in the commands abroad.

16. At home in peace, supply on this principle is limited to :—

(a) Rations (except special flying rations), demolition explosives, army-type wireless stations and teleprinter switch boards, and certain items of ground P.O.L., which are supplied by the Army for the Royal Air Force.

(b) Certain common aircraft equipment and spare parts which are supplied by the Royal Air Force for the Royal Navy.

(c) Certain supply-dropping equipment and some special equipment used for carrying airborne forces, which are supplied by the Royal Air Force for the Army.

(d) Certain equipment, *e.g.* Bofors guns, rifles, and armoured cars, which, although not covered by any special agreement, would not be demanded by the Royal Air Force without reference to the Army.

17. Abroad in peace, this principle applies primarily to rations and M.T. fuels and oils.

### Standardization of Equipment

18. Under the Joint War Production Committee, there are three committees which are responsible for co-ordinating the design of items required by more than one Service. These committees, which are representative of the Services, seek to agree common specifications for such equipment before each Service places its own requirements with the appropriate supply authority, normally the Ministry of Supply. The three committees are :—

(a) The Joint Equipment Standardization Committee (J.E.S.C.).

(b) The Engineering Standards Co-ordinating Committee (E.S.C.C.).

(c) The Joint Electronics Standardization Committee (J.L.S.C.).

19. The Ministry of Supply, or other supply agency, co-ordinates demands from the various Services. If standardization appears necessary, the supply agency should refer to the appropriate standardization committee either direct, or through the user Service.

20. Standardization requires close and continuous study by all the Services, and is constantly being extended. Much equipment has already been standardized, such as clothing, paints, electrical and radio equipment, and lifting gear.

## SUPPLY IN COMMANDS ABROAD

### Supply to Established Commands

21. The principles governing the organization for supply in commands abroad are the same as for commands at home. Each command abroad



has one or more distributing depots to which equipment is delivered in bulk and from which it is distributed in detail to consumer units within the command.

22. The stocks in depots abroad are replenished mainly from depots at home although, for economy, items readily available from indigenous production may be obtained locally. In addition, some of the equipment required by the Royal Air Force may be obtained from the Commonwealth or allied main support areas or from the other Services.

23. Depots abroad demand their requirements from depots in Maintenance Command, except for certain ranges of equipment in which statements of past consumption and stocks are prepared and sent to the D.G.E. branches at the Air Ministry.

24. Aviation fuel is normally distributed to consumer units in commands abroad by the petroleum industry acting as an agent of the Air Ministry. In 2nd T.A.F., however, special arrangements are made by the British Army in peace and by S.H.A.P.E. in war.

#### **Planning and Initial Supply of a Force**

25. If an R.A.F. contingent is to be sent to an area where normal base facilities do not exist, detailed preliminary planning of the supply system is necessary. The equipment required by the force depends on :—

- (a) The order of battle, including the deployment of units and establishments.
- (b) The rate of effort.
- (c) The role of the units.
- (d) The planned duration of the operation.
- (e) The degree of servicing to be undertaken in the theatre.
- (f) The length of time needed to replenish stocks from the appropriate supply base.

26. The amount of equipment required is normally considered under the following headings :—

- (a) Basic airfield equipment.
- (b) Unit equipment.
- (c) Maintenance requirements.
- (d) M.T. vehicles.
- (e) Reserves.

27. Basic airfield equipment, unit equipment, and M.T. vehicles must be available before the units arrive, so that the units can operate at once. Unit equipment may be flown in at the same time as the units themselves, but it is neither practicable nor economical to fly in many items in the range of basic airfield equipment, and the majority of M.T. vehicles are not air-portable. Much of the equipment tonnage has, therefore, to be moved by surface means.

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28. Initial maintenance requirements such as P.O.L. and explosives must also be available when units arrive if they are to operate at once. Thereafter the quantities of equipment and supplies required by units will depend on their daily consumption and the time for re-supply. It is important, therefore, to ensure that quantities dispatched in each consignment are adequate to cover these two conditions. At the same time, to guard against a temporary breakdown in the movements organization, reserves of equipment must be built up. The reserves required depend mainly on the length of time taken to replenish stocks. As new units arrive in the theatre so the maintenance and reserve tonnages must be increased.

### Supply in the Field

29. The permanent commands have a maintenance backing provided by Maintenance Command at home, and by like organizations abroad. A tactical air force, however, will have to depend largely on its own resources, since normally it will have to operate beyond the reach of such permanent organizations. Consequently the administrative "tail" and base maintenance organization will be relatively larger in a tactical air force than in a static command. It is essential, however, that supply in the field is organized to ensure a very high degree of mobility. Details of the supply organization in a tactical air force are given in A.P. 3218 (Manual of Tactical Air Force Operations).

30. The supply organization in the field is illustrated diagrammatically in Appendix "H".

**Introduction**

1. The technical processes necessary to keep R.A.F. aircraft and equipment serviceable include inspection, rectification of defects, routine attention, repair, reconditioning, modification, and salvage. Collectively these processes are covered by the term servicing.

**Ranges of Servicing**

2. There are four ranges of servicing : first-line, second-line, third-line, and fourth-line.

3. **First-Line Servicing.** First-line servicing consists of technical processes within the capacity of user units, *e.g.* squadrons. For aircraft and associated equipment this includes refuelling and rearming, and constitutes the hour-to-hour technical support.

4. **Second-Line Servicing.** Second-line servicing consists of technical processes normally beyond the capacity of squadrons or user units, but within the capacity of the immediate support servicing units, such as technical wings on stations at which aircraft are based, or of servicing echelons—the immediate support units for mobile squadrons. For aircraft the work includes periodic servicing, carrying out of some special technical instructions, and the embodiment of some modifications.

5. **Third-Line Servicing.** Third-line servicing consists of technical processes which are beyond the technical or manpower capacity of squadrons and their immediate supporting servicing units, such as technical wings, but which do not need the facilities of a main base, *e.g.* salvage, repair on site, storage, repairs to components, compliance with special technical instructions, and the embodiment of modifications.

6. **Fourth-Line Servicing.** Fourth-line servicing consists of technical processes requiring facilities normally associated with extensive installations and industrial resources inappropriate to service units. The service depots are only capable of undertaking repairs not involving the use of large fixed jigs, but including reconditioning and general engineering facilities. Most fourth-line servicing is therefore carried out by industry.

**Periodic Servicing**

7. The object of periodic servicing is to offset the effects on aircraft and technical equipment of progressive deterioration owing to age and use.

8. The term periodic servicing usually includes a system of routine tasks on the following pattern :—

(a) Daily checks for completeness, security, and correct functioning.

(b) A more comprehensive inspection of components, systems, and services, including their lubrication and adjustment, at clearly defined intervals.

(c) A thorough inspection of the whole equipment for wear and deterioration, and its restoration to a condition which will enable it to complete another full cycle of work. The cycle may be based on the number of hours of operation (*e.g.* hours flown, for aircraft) or upon calendar periods which in turn are related to planned intensities of use.

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9. The extent of the work undertaken at each servicing, and the frequency of the cycle, are the responsibilities of commands acting under broad directives from the Air Ministry.

### Repair

10. Repair is an aspect of servicing and is associated with it in all its ranges. It is defined as the process of rectifying damage or wear and of restoring equipment to a serviceable condition. The repair of equipment makes an important contribution to the maintenance of air forces in war.

### Salvage

11. The salvage of aircraft and equipment is part of third-line servicing. At home, the United Kingdom is divided into geographical areas each with a static repair and salvage unit (R.S.U.) responsible for the salvage work in the area. When an aircraft crashes, it is salvaged by the appropriate R.S.U. and either repaired on site or transported to a third-line or fourth-line servicing centre for repair.

12. Abroad, R.S.U.s. are mobile units and may be placed under the control of specific commands or may operate on a geographical basis as part of a separate servicing organization. Their duties are similar to those of the units at home.

13. The salvage organization for all other equipment is not integrated with the operational organization; consequently war material can be salvaged without regard to the movement or employment of operational units.

### Modifications

14. Modifications are alterations to equipment to effect general improvements or to meet new safety requirements. They include costly major alterations to aircraft and airborne equipment resulting from the rapid development of the technical aids to air warfare which dictate frequent changes of air staff operational requirements. Depending on the types of equipment involved, proposed modifications are considered by the appropriate Air Ministry/Ministry of Supply modifications committee and, if approved, are introduced by leaflets in the appropriate technical publications.

15. The classification of modifications is decided by the appropriate modifications committee; it is printed in the leaflet mentioned in para. 14. The system of classification of modifications in current use is described in A.P. 3158 (Technical Services Manual—Technical Orders and Instructions).

16. The modifying of technical equipment is completed during second-, third-, and fourth-line servicing according to the extent of the work involved.

### Summary

17. The technical processes involved in servicing, range from the routine check to the complete overhaul and major repair. Some, such as rectification and repair, are necessary to make good specific damage; others are merely precautionary. One of the objects of periodic servicing is to ensure that the precautionary servicing is reduced to the minimum consistent with safe and efficient operation of equipment.

**ROYAL AIR FORCE REGIMENT**

**Introduction**

1. Responsibility for the local defence of R.A.F. airfields, stations, and ancillary units is shared between the Army and the Royal Air Force. The Army is responsible for the general ground defence of territory in which R.A.F. installations are located, and for reinforcements when R.A.F. installations are attacked by superior enemy forces. The Royal Air Force is responsible for the local ground defence, passive defence, and, in certain circumstances, the L.A.A. defence of its installations.

2. In the Royal Air Force this commitment is met by the employment of station personnel supported at the most vulnerable airfields and installations by specialist ground fighting units of the R.A.F. Regiment, R.Aux.A.F. Regiment, or forces raised locally in territory abroad.

**Status of the R.A.F. Regiment**

3. The R.A.F. Regiment is a corps, formed under the authority of a Royal Warrant as an integral part of the Royal Air Force.

**The Commandant-General of the R.A.F. Regiment**

4. The Commandant-General is the head of the R.A.F. Regiment, and is responsible to the Air Council—through the V.C.A.S.—for the training, efficiency, and preparedness for war of R.A.F. Regiment units and of associated ground fighting forces abroad, and for advising departments of Members of the Air Council on matters leading to this aim. He exercises functional control of R.A.F. Regiment depots and training establishments in the United Kingdom. In relation to the R.A.F. Regiment, the Commandant-General has rights equivalent to those of a head of a Service. He exercises supervision and control of the Directorate of Ground Defence at the Air Ministry.

5. The Commandant-General is also Inspector of Ground Combat Training of the Royal Air Force, and in this capacity has the right to visit any R.A.F. station in order to report on the proficiency of station personnel in ground defence and passive defence, and the adequacy of the station defence schemes. At command headquarters the Commandant-General is represented by the senior ground defence staff officer whose responsibilities are defined in Chapter 7. The function of Inspector of Ground Combat Training, however, is not delegated.

**Command and Control**

6. The policy for command and control of R.A.F. Regiment units and of all forces employed in the defence of the Royal Air Force on the ground is defined in A.P. 3226, Part 1 (Manual of Ground Defence for the Royal Air Force). At stations, the ground defence section, including R.A.F. Regiment instructors, is normally part of the administrative wing. R.A.F. Regiment operational units, however, are directly under the station commander except as prescribed in A.P. 3226, Chapter 2, para. 26.

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### Role of the R.A.F. Regiment

7. The R.A.F. Regiment provides :—
  - (a) Operational units to undertake ground defence tasks for which the highest standards of proficiency in ground combat are essential.
  - (b) Officers for ground defence and passive defence staff duties at the Air Ministry and at the headquarters of commands, groups, and analogous formations.
  - (c) The R.A.F. Regiment element in ground fighting forces raised locally in territory abroad.
  - (d) The regular staff of units of the R.Aux.A.F. Regiment.
  - (e) Instructors for ground defence and passive defence as required throughout the Royal Air Force.
8. Included in the role of operational units of the R.A.F. Regiment and associated forces is the provision of :—
  - (a) Reconnaissance or observation screens under cover of which station personnel may continue normal work until the last possible moment.
  - (b) Fighting patrols and standing patrols.
  - (c) Reserves for support and counter-attack.
  - (d) Forces to undertake major or complete local ground defence responsibilities for small technical or other lightly manned R.A.F. installations.
  - (e) Light anti-aircraft defence at certain installations abroad, which in war may from time to time be located outside the protection afforded by an Army anti-aircraft defence layout.
  - (f) Escorts (as opposed to conducting parties) for personnel or stores in transit.
9. In territories under air control R.A.F. Regiment and associated forces may be employed for independent expeditionary tasks.

### Organization of the R.A.F. Regiment

10. The R.A.F. Regiment includes units of the following categories :—
  - (a) Field (ground-to-ground).
  - (b) Light anti-aircraft (ground-to-air).
  - (c) Training (depots and schools).
11. Field squadrons are vehicle-borne ground-to-ground combat units established to undertake medium and close reconnaissance, fighting patrols, fire support, counter-attack, and escort roles. The squadron is organized as a headquarters, three field flights, and a support flight. In ground operations the squadron is the basic unit, but its flights may be detached for special tasks, *e.g.* reconnaissance or escort duties, as required. When two or more field squadrons are grouped for a common operational task, they are controlled by a field wing headquarters.
12. For the ground-to-air defence of an area such as an airfield or a large installation, the basic unit is the L.A.A. wing, incorporating a headquarters, a control and warning flight, and two or more squadrons

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### ROYAL AIR FORCE REGIMENT

each to operate twelve L.A.A. guns. For the light anti-aircraft defence of a small vital point (*e.g.* a radar installation) independent L.A.A. squadrons, incorporating a headquarters and a control and warning flight, are established.

13. R.A.F. Regiment operational units are deployed at airfields, installations, and ancillary units according to their vulnerability and importance. It is essential that Regiment units are at all times capable of rapid redeployment to meet changing situations. For this reason they are not permanently integrated in the establishments of stations.

14. Locally raised ground fighting forces in commands abroad are organized on the lines of the R.A.F. Regiment, with modifications appropriate to local conditions.

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## CHAPTER 18

### WOMEN'S ROYAL AIR FORCE

#### **Purpose of the Women's Royal Air Force**

1. The Women's Royal Air Force is the title given to that part of the Royal Air Force which is made up of commissioned or enlisted women. It is not a separate corps or body. Members of the Women's Royal Air Force are subject to the Air Force Act except that certain provisions, such as field punishment, do not apply to them. The purpose of the Women's Royal Air Force is to provide substitutes for men in certain appointments and trades in the Royal Air Force and to release men for combatant duties.

#### **Head of the Women's Royal Air Force**

2. The head of the Women's Royal Air Force is the Director of the Women's Royal Air Force (D.W.R.A.F.). She is also head of the W.R.A.F. Directorate in the Air Ministry, which forms part of the Directorate-General of Personnel 1, within the A.M.P.'s department. She is responsible to the D.G.P.1 and the A.M.P. for the general supervision of all aspects of the employment and well-being of members of the Woman's Royal Air Force. She has the right of access to Members of the Air Council.

#### **Organization and Administration**

3. The Women's Royal Air Force follows the pattern of R.A.F. organization. However, the fact that its members are women employed in a predominately male service calls for special consideration. Their administration must always be subject to the principle that W.R.A.F. personnel, whether on or off duty, shall be dealt with by women in all matters which directly concern their well-being as women.

4. With this exception W.R.A.F. personnel are administered through the same channels as members of the Royal Air Force. At commands and groups W.R.A.F. staff officers are established as specialists to deal with the administration, discipline, living conditions, welfare, training, and morale of W.R.A.F. officers and airwomen. As such they act as advisers to the formation commander and have the right of direct access to him. Normally, however, on matters of general administration they work through the A.O.A. or S.O.A.

5. Q.Rs. provide for the use, in certain circumstances, of a special W.R.A.F. channel of communication.

#### **Training**

6. The D.W.R.A.F. is not directly responsible for the training or technical efficiency of W.R.A.F. personnel, but it is her duty to advise the appropriate Air Ministry departments on these matters. It is equally important that they should seek her advice.

7. Administrative courses for W.R.A.F. officers and trade training for airwomen are given in conjunction with R.A.F. personnel, and they receive the same facilities for specialist and trade training as the men. In



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addition, certain courses for W.R.A.F. officers and airwomen are held at the W.R.A.F. depot. These courses include general service training courses for W.R.A.F. officers and officer cadets, N.C.Os., potential N.C.Os., and other airwomen.

8. Recruits receive their initial training at a W.R.A.F. school of recruit training.

### **Status and Discipline**

9. Under the Army and Air Force (Women's Service) Act, 1948, women are commissioned and enlisted in the Royal Air Force, its reserves, and auxiliaries. The regulations contained in Q.Rs. apply to women members of the Royal Air Force, although certain exceptions, modifications, and additions which apply only to women are included in Q.Rs., which also set out the conditions of service in the Women's Royal Air Force. In common with the other two women's Services, officers and airwomen of the Women's Royal Air Force have the status of non-combatants.

### **Employment Abroad**

10. W.R.A.F. officers and airwomen are liable for service abroad at units which are considered suitable for women members of the Service. They are not sent abroad until they reach the age of 19 years.

CIVILIANS WITH THE ROYAL AIR FORCE

**Introduction**

1. Both at home and abroad, civilians are an integral part of the Royal Air Force organization—as is evidenced by the number of civilians, about 85,000 at home and abroad, working directly with the Royal Air Force in peacetime.
2. This chapter outlines the organization for civilians working with the Royal Air Force and the principles of their administration. The regulations governing the service of civilians are contained in A.P. 3229 (Regulations for Civilian Staff—Air Ministry and Outstations) and A.P. 826 (Regulations for Civilian Employees at Air Ministry Establishments), and detailed information on their administration is given in A.P. 3303 (Manual of Civilian Administration) and C.D. 1127. The regulations in these manuals are based on Acts of Parliament, Statute Orders in Council, Treasury Regulations, departmental practices, and agreements made on Whitley Councils or with the staff associations and trade unions.

CLASSES OF CIVILIANS

3. Civilians working with the Royal Air Force can be divided into two main classes :—
  - (a) Staff (non-industrial civilians).
  - (b) Employees (industrial civilians).

**Staff**

4. Staff are civilians employed in a non-industrial capacity, *e.g.* administrative, executive, clerical, scientific, professional, technical, drawing office, signals, and radio staffs; constabulary, instructors, and certain foremen. A list is given in A.P. 3229.
5. **Administrative Staff.** The administrative staff are responsible for advising the Secretary of State for Air on policy and/or handling the difficulties arising in carrying out policy. The junior grade is assistant principal and the highest appointment the Permanent Under-Secretary of State for Air. With one or two exceptions administrative staff are employed only at the Air Ministry.
6. **Executive Staff.** The executive staff are responsible for carrying out policy and are employed both at the Air Ministry and outstations, *e.g.* civilian assistants and accountants.
7. **Other Civilian Staff.** The work of the other branches of civilian staff, *e.g.* meteorological, works, and office staff, is self-explanatory.

**Employees**

8. Employees are engaged in over a hundred different trades ranging from skilled craftsmen to labourers.

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### ROYAL AIR FORCE ESTABLISHMENT OF CIVILIANS

9. Where civilians are needed by the Royal Air Force, they are established on units in the same way as R.A.F. personnel. In war, the engagement of civilians in addition to the R.A.F. establishment may be necessary.

#### Concentration of Civilians

10. If mobilization and security permit, it is the policy to establish the maximum number of civilians in the minimum number of units, rather than to have them widely dispersed with small numbers at many units.

### ENGAGEMENT AND CAREERS OF CIVILIANS

#### Staff

11. Civilian staff are either established or temporary. The term "established" should not be confused with the authorizing of posts on R.A.F. establishments. Established civilian staff are on long-term, pensionable engagements: temporary civilian staff are on non-pensionable engagements.

12. The tendency is to increase the percentage of established staff. At home, more than half the posts are now filled by established staff. Abroad, very few locally recruited civilian staff are established, but the policy is to increase the number.

13. **Engagement.** Civilian staff enter the Civil Service at various levels depending on the qualifications required :—

(a) The normal method of entry into the administrative, executive, and clerical classes is by means of competitive examinations conducted by the Civil Service Commissioners.

(b) When filling situations which require candidates with professional qualifications, such as scientific training, the Civil Service Commissioners invite persons with suitable qualifications to appear before selection boards.

(c) Temporary staff are engaged by the Air Ministry. The selection board method of choosing staff is used in filling higher posts if they are required to be professionally trained. Subject to prior Air Ministry approval, temporary clerical and similar staff may be engaged locally by commanding officers. (See A.P. 3303.)

14. **Pay.** The salaries payable are in most instances those fixed by the Treasury for the Civil Service as a whole. Most salaries are subject to "Provincial Differentiation", that is, the salary is regarded as appropriate to staff serving in the London area or abroad and reductions are made when staff are serving in the provinces.

#### Employees

15. Employees are either established or temporary. Again, the term "established" should not be confused with the authorizing of posts on R.A.F. establishments. Unlike staff who may begin their careers as established civilians, all employees are engaged first in a temporary capacity. There is a fixed quota of pensionable appointments and these

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### CIVILIANS WITH THE ROYAL AIR FORCE

are filled as they become vacant. This is done on a time and efficiency basis from temporary employees. There are no established posts for local employees abroad.

16. **Engagement.** Employees are normally engaged at unit level through the local Ministry of Labour employment exchange. Trade tests are given locally if necessary, according to the type of work for which the employees are being engaged. Some employees are engaged as labourers at first and are later regraded, *e.g.* storemen.

17. **Pay.** Rates of pay are laid down by the Air Ministry and may vary from district to district.

### TRANSFER AND RETENTION OF CIVILIANS IN WAR

#### Transfer of Staff

18. Established staff may be transferred to posts in all parts of the United Kingdom, but normally personnel are moved as little as possible, particularly those in the lower-paid scales. The policy is to make established staff transferable throughout the world.

#### Transfer of Employees

19. Established employees are liable to be transferred in the public interest to any Government establishment in the U.K. or abroad. In practice such transfers are kept to a minimum owing to housing and other difficulties; transfers abroad are normally applied only to works employees for power house and storeman duties.

#### Reserved Occupations

20. The Royal Air Force protects itself against the sudden loss of its civilian forces on mobilization by ensuring that no personnel of certain classes, and not more than 5 per cent. of all personnel at any unit, are allowed to have reservist obligations; and retention of the remainder would be controlled in war. Any civilian may, however, offer himself for aircrew training.

### ADMINISTRATION OF CIVILIANS

21. The Air Council have adopted the principle that, if possible, civilians within the Royal Air Force should be administered by civilians.

22. **Commands Abroad.** In M.E.A.F. and F.E.A.F. civilian administration officers (C.Admin.O.) have been established as officers of the executive class directly under the A.O.A. They are responsible directly to the A.O.A. for all civilian administration (except works civilians with whom they are only partly concerned), and their appointment removes all responsibility for civilian personnel matters from the senior personnel staff officer. Civilian administration officers are also established at lower levels if necessary. In 2nd T.A.F., the policy for and administration of directly employed civilian labour is controlled by Org. 7, also under the A.O.A.

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23. **Commands at Home.** A civilian administration officer has been appointed for each command at home and for No. 90 (Signals) Group. If the number of civilians employed in a command does not justify a full-time appointment, one civilian administration officer may be responsible for two commands. Civilian administration officers are, broadly speaking, the civilian counterparts of S.P.S.Os., but their duties are mainly advisory although they may be given some executive authority by A.Os.C.-in-C. At Headquarters Maintenance Command the civilian administration officer has certain executive powers and is helped by a civilian staff. Senior civilian posts are also established for civilian administration at the headquarters of maintenance groups and at all civilian-manned maintenance units. At units in commands other than Maintenance Command, officers in charge of civilian administration have been appointed if justified by the number of civilians employed.

### Civilian Administration on Outstations at Home and Abroad

24. **Station Commander's Responsibilities.** Within the framework of the regulations laid down by higher authority, the station commander is responsible for the administration of all civilians, with the exception of the A.M.W.D. civilians, who are administered by the A.M.D.G.W., the meteorological office staff who are administered by the Director, Meteorological Office, and the Air Ministry Constabulary for whom the station commander has only limited responsibility. His responsibilities include confidential reports, pay, welfare, discipline, security, and local Whitley Committees if established. The disciplinary powers of station commanders and their representatives over civilians are stated in C.D.1127.

### 25. Security.

(a) *At Home.* The need for security checking of civilians at home is reviewed from time to time by the Air Ministry which issues instructions as required (see C.D. 1127).

(b) *Abroad.* The security checking of civilians abroad and the provision of passes are important considerations. These apply not only to civilians in the R.A.F. establishment but also to all civilians temporarily employed, or permitted to accompany a force, or to reside on a station abroad. An R.A.F. station commander is responsible jointly with the local R.A.F. Provost unit for the provision and registration of passes, but the R.A.F. Provost unit only is responsible for the security checking of civilians.

### CIVILIAN ADMINISTRATION IN THE FIELD IN WAR

26. Where the Royal Air Force is operating independently or controls an area it will be responsible for :—

- (a) General administration of locally engaged labour.
- (b) Civilian security.

27. In areas where the Army and the Royal Air Force are operating together the division of responsibility for civilian security and labour is set out in A.P. 3198.

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CIVILIANS WITH THE ROYAL AIR FORCE

### **RELATIONSHIP WITH STAFF ASSOCIATIONS AND TRADE UNIONS**

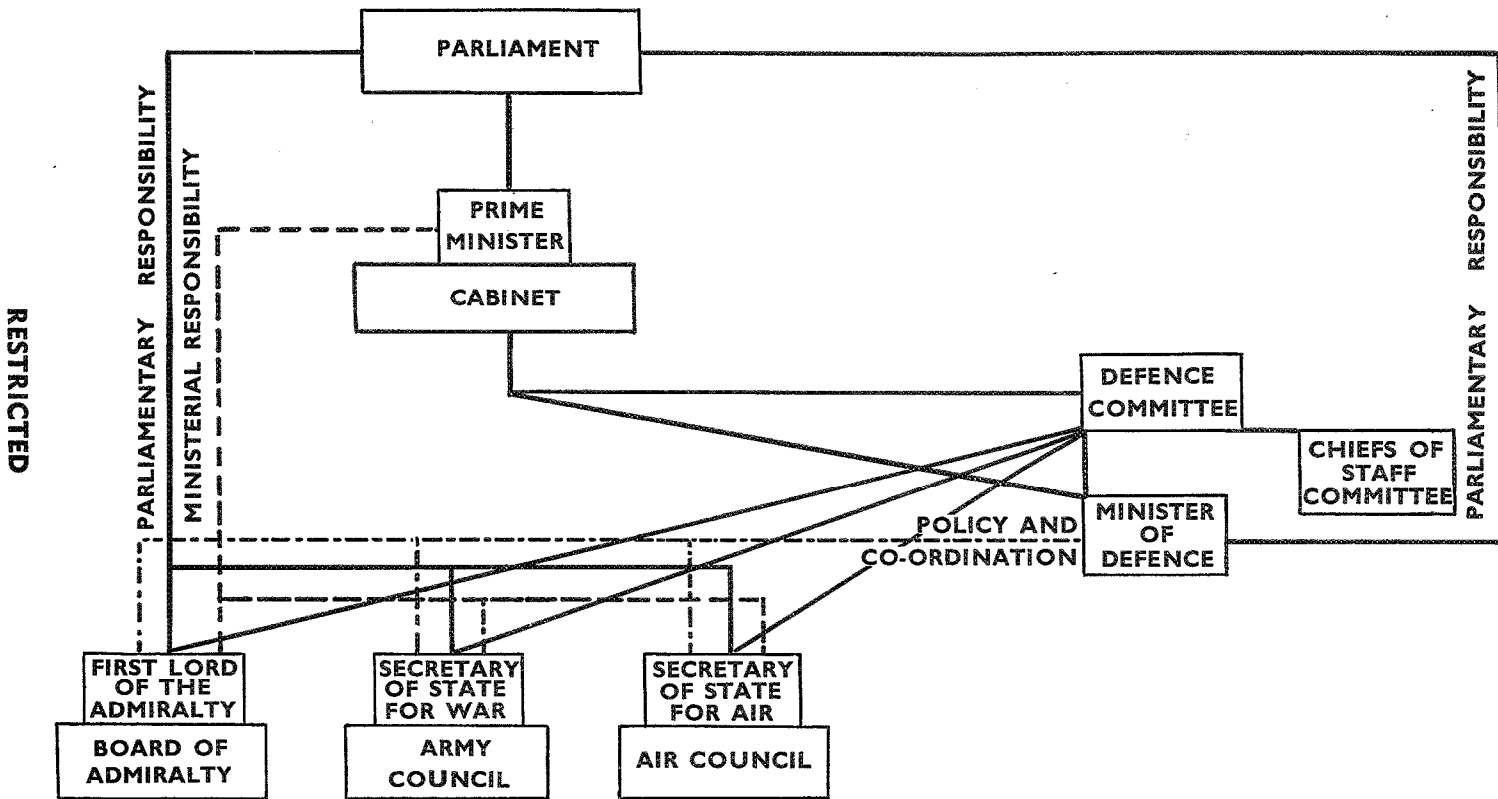
28. Discussions between the Royal Air Force and staff associations and trade unions representing civilian staff and employees are carried out at Whitley Councils and Committees.

29. At the Air Ministry there are Departmental and Industrial Whitley Councils; at units employing a large number of civilians there are local administrative Whitley Committees and Works Committees.

30. These councils and committees consist of an official side and a staff or employees side. In the case of the councils, the official side is nominated by the Minister, and in the case of the committees by the commanding officer or head of the establishment concerned. The staff or employees side consists of elected representatives of the staff associations or trade unions. The chairman is always a member of the official side.

31. The aims of these councils and committees are to achieve the fullest co-operation in the national interest and to look after the well-being of all civilians. Typical subjects for discussion are working conditions, health, welfare, staff and employees' suggestions and grievances.

DEFENCE ORGANIZATION



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SOME JOINT SERVICE COMMITTEES

1. Home Defence Committee.

(a) *Composition.*

(i) Representatives of Cabinet Office, Home Office, Treasury, Ministry of Fuel and Power, and Ministry of Transport and Civil Aviation.

(ii) The three Chiefs of Staff.

(b) *Function.* Ensures consistency in war planning by the military and civil agencies of Government which is directed towards the defence of the United Kingdom in a future war, and reports to the Defence Committee.

2. Service Ministers' Committee.

(a) *Composition.*

(i) The Minister of Defence (chairman).

(ii) The three Service Ministers.

(b) *Function.* Considers questions of administration of common concern to the three Services.

3. Principal Administrative Officers' Committee. The Principal Administrative Officers' Committee is a sub-committee of the Service Ministers' Committee.

(a) *Composition.*

(i) The Fourth Sea Lord.

(ii) The Quartermaster-General of the Forces.

(iii) The Air Member for Supply and Organization.

(b) *Function.* Considers questions of common interest affecting the movement, quartering, and supply services of the armed forces. It is helped by the Joint Administrative Planning Staff (J.A.P.S.) and the Joint Movements Co-ordinating Committee (J.M.C.C.). The J.A.P.S. also advises the Joint Planning Staff (J.P.S.) on the administrative aspects of strategic plans; the J.M.C.C. advises the J.P.S. and the J.A.P.S. of the movement aspects.

4. Principal Personnel Officers' Committee. The Principal Personnel Officers' Committee is a sub-committee of the Service Ministers' Committee.

(a) *Composition.*

(i) The Second Sea Lord.

(ii) The Adjutant-General to the Forces.

(iii) The Air Member for Personnel.

(b) *Function.*

(i) Considers questions of common interest in the field of personnel administration of the Defence Services, and, where appropriate, advises the Service Ministers' Committee.

(ii) Advises the Chiefs of Staff Committee on the personnel aspects of operational and strategic questions.



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### 5. Chiefs of Staff Committee.

#### (a) Composition.

- (i) The First Sea Lord.
- (ii) The Chief of the Imperial General Staff.
- (iii) The Chief of the Air Staff.

(b) *Function.* The members of the Committee are collectively the professional military advisers of the Government. They are responsible for the preparation of strategic appreciations and military plans, and for advising the Government on the forces that it is necessary to maintain in peace. In war they are responsible for the direction of military operations, subject to the overriding authority of the Cabinet. Each chief of staff remains, individually, the Head of his Service, and the chief military adviser to his Service Minister.

### 6. Joint Planning Staff. The Joint Planning Staff (J.P.S.) form a sub-committee of the Chiefs of Staff Committee.

(a) *Composition.* The Directors of Plans of the three Services assisted by about 20 staff officers from the three Service Ministries.

(b) *Function.* Prepare reports for the Chiefs of Staff on problems of strategy, and are responsible for keeping the whole strategic situation constantly under review.

### 7. Joint Intelligence Committee. The Joint Intelligence Committee is a sub-committee of the Chiefs of Staff Committee.

#### (a) Composition.

- (i) A Foreign Office representative (chairman).
- (ii) The Director of Naval Intelligence.
- (iii) The Director of Military Intelligence.
- (iv) The Assistant Chief of the Air Staff (Intelligence).
- (v) The Heads of the Secret Service, the Security Service, and the Joint Intelligence Bureau.
- (vi) The Chairman, J.S./J.T.I.C.

(b) *Function.* Responsible to the Chiefs of Staff for the planning and direction of defence intelligence operations, the appreciation of intelligence, the review of the intelligence organization, and the co-ordination of the policy of joint intelligence committees abroad. It forms the link between the Chiefs of Staff and the Joint Intelligence Bureau.

8. **Joint Intelligence Bureau.** The Joint Intelligence Bureau (J.I.B.) is not a committee, but, since its work is so closely connected with that of the Chiefs of Staff Committee, it is best described here. The J.I.B. is a directorate under the Ministry of Defence created with the object of collecting, assessing, and, if appropriate, appreciating information on intelligence subjects which are either common to the needs of several components of the defence organization, or are more efficiently studied by a single organization. Some of these subjects were already being dealt with by various Government departments before the formation of the J.I.B. They have either been taken over from these departments; *e.g.* airfield intelligence from the Air Ministry; port intelligence from the Admiralty; defence, road, rail, and inland waterway intelligence from the

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APPENDIX "B"

War Office; or else the J.I.B. maintains only a very small staff for co-ordination purposes and relies for its facts on the appropriate ministry, e.g. for intelligence on oil and fuel from the Ministry of Fuel and Power. These and other subjects when related to the manpower, economic, and industrial structure of a country, should give a picture of its strategic intentions and capacity for waging war which could not be readily obtained by the separate pre-war intelligence staffs. The J.I.B. draws its information from all overt sources such as libraries, government organizations, air photographs, and commercial contracts.

### 9. Commanders-in-Chief Committee, United Kingdom

#### (a) Composition.

- (i) Naval Commander-in-Chief (C.-in-C. Home Station (Designate)).
- (ii) Army Commander-in-Chief (C.-in-C. U.K. Land Forces).
- (iii) Air Commander-in-Chief (A.O.C.-in-C. Fighter Command).
- (iv) Air Commander (Ground Forces) (A.O.C.-in-C. Home Command).

The Army Commander-in-Chief is the Chairman.

(b) *Function.* Responsible to the United Kingdom Chiefs of Staff Committee for :—

- (i) Co-ordinating service plans and operations for home defence including defence against raids, service assistance to civil authorities both for civil defence and for national recovery, and direct defence against subsequent invasion.
- (ii) The inter-service aspects of training of the forces allocated for the above tasks.

*Note.* While fulfilling their functions under sub-para. (b) (i) the Committee will maintain close liaison with the Director General, Civil Defence.

### 10. Air Defence Committee.

#### (a) Composition.

- (i) Scientific Adviser to Ministry of Defence.
- (ii) The three Service deputy chiefs of staff.
- (iii) Air Defence Commander.
- (iv) G.O.C.-in-C. A.A. Command.

(b) *Function.* Keeps air defence policy under constant review and advises chiefs of staff on policy for organization and equipment of defence forces; co-ordinates and transmits to the Defence Research Policy Committee the operational requirements of the three Services for air defence.

### 11. Sub-Committee for Air, Coast, and Seaward Defences.

#### (a) Composition. Representatives of :—

- (i) Admiralty (A.D. of P.(L.D.)).
- (ii) War Office (D.D.M.O.(B)).
- (iii) Air Ministry (D. of Ops. (1)).

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- (iv) Air Defence Commander
  - (v) G.O.C.-in-C. A.A. Command
- } Attend meetings when matters affecting air defence of U.K. are being discussed.

(b) *Function.* Provides staff advice to the Chiefs of Staff Committee in matters of active air defence, coast defence, and seaward defence of the U.K., and of those places abroad for which the U.K. is or may be responsible.

**12. Defence Research Policy Committee.**

(a) *Composition.*

- (i) The Scientific Adviser to Ministry of Defence, Admiralty, Army Council, and Air Ministry.
- (ii) The three Service deputy chiefs of staff.
- (iii) The Chief Scientist, Ministry of Supply, and the Controllers of Munitions, Aircraft, and Guided Weapons and Electronics.
- (iv) The Secretary, Department of Scientific and Industrial Research.

(b) *Function.* Advises Ministry of Defence and chiefs of staff on matters connected with the formulation of scientific policy in the defence field.

**13. Oversea Defence Committee.**

(a) *Composition.*

- (i) Representatives of Commonwealth Relations, Colonial, Foreign, and Home Offices, and the Treasury.
- (ii) D. of Plans, Admiralty.
- (iii) D.M.O., War Office.
- (iv) A.C.A.S.(P), Air Ministry.

(b) *Function.* Surveys defence preparations in the colonies and co-ordinates them into the general pattern of Commonwealth defence. It also makes sure that Commonwealth plans take into full account the contribution in men, materials, and facilities which each colony is capable of making to the general pool in time of war.

**14. Joint War Production Committee.**

(a) *Composition.*

- (i) Representative of Ministry of Defence (chairman).
- (ii) The Third Sea Lord and the Under Secretary (Production), Admiralty.
- (iii) The D.C.I.G.S. and the Q.M.G.
- (iv) The A.M.S.O. and the A.C.A.S.(P).
- (v) The Second Secretary, Ministry of Supply, and the Controllers of Munitions, Aircraft, Guided Weapons and Electronics.

(b) *Function.* Correlates current material requirements and studies questions of industrial war potential in all its aspects, seeking strategic and operational guidance as necessary from the Chiefs of Staff Committee.

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**AIR MINISTRY**

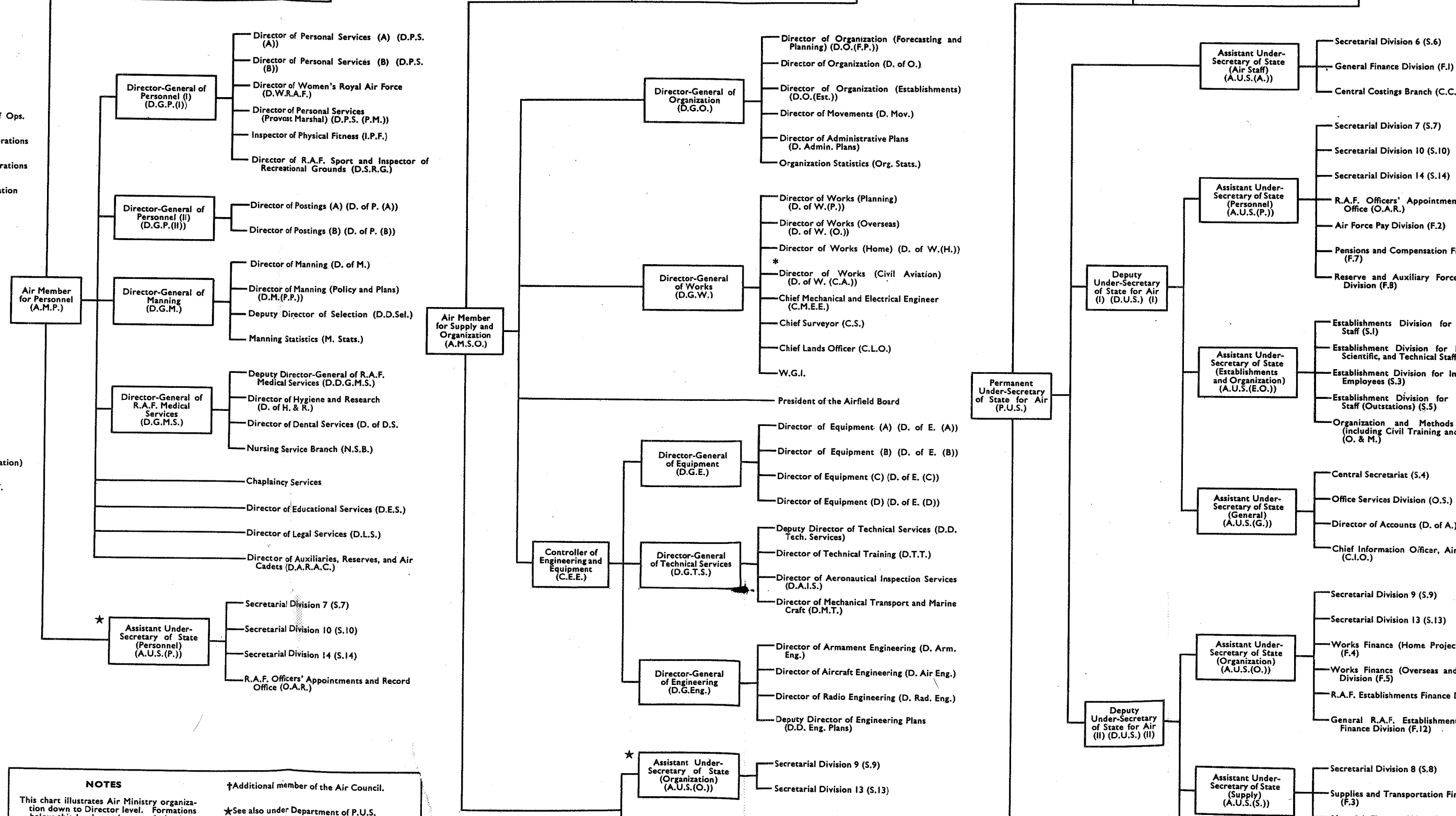
**AIR COUNCIL**  
SECRETARY OF STATE FOR AIR (S. of S.)  
*(President of the Air Council)*  
PARLIAMENTARY UNDER-SECRETARY OF STATE FOR AIR (U.S. of S.)  
*(Vice-President of the Air Council)*

VICE-CHIEF OF THE AIR STAFF †  
DEPUTY CHIEF OF THE AIR STAFF †  
AIR MEMBER FOR PERSONNEL  
AIR MEMBER FOR SUPPLY AND ORGANIZATION  
PERMANENT UNDER-SECRETARY OF STATE FOR AIR  
CONTROLLER OF AIRCRAFT † MINISTRY OF SUPPLY

**DEPARTMENT OF THE AIR MEMBER FOR PERSONNEL**  
All matters in connection with the personnel of the R.A.F., its Reserves and Auxiliaries (except training and establishments). This includes conditions of service, discipline, ceremonial, honours and awards, appointments, exits, promotions, postings, casualties and welfare, medical, educational, dental, nursing, chaplaincy, and legal services.

**DEPARTMENT OF THE AIR MEMBER FOR SUPPLY AND ORGANIZATION**  
Organization of the R.A.F. in peace and war. Establishments of personnel, aircraft, mechanical transport, etc., provisioning, transportation, civil engineering. Technical training. Control, co-ordination, and direction of the technical services of the R.A.F.

**DEPARTMENT OF THE PERMANENT UNDER-SECRETARY OF STATE FOR AIR**  
Domestic economy of the Air Ministry. Finance, purchases, accounts, and general administration. Public relations. Parliamentary and legal business. Air Ministry procedures and conduct of official business and correspondence. All civilian staff matters.



**NOTES**  
† Additional member of the Air Council.  
★ See also under Department of P.U.S.  
This chart illustrates Air Ministry organization down to Director level. Formations below this level are shown only in these

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**AIR MINISTRY**

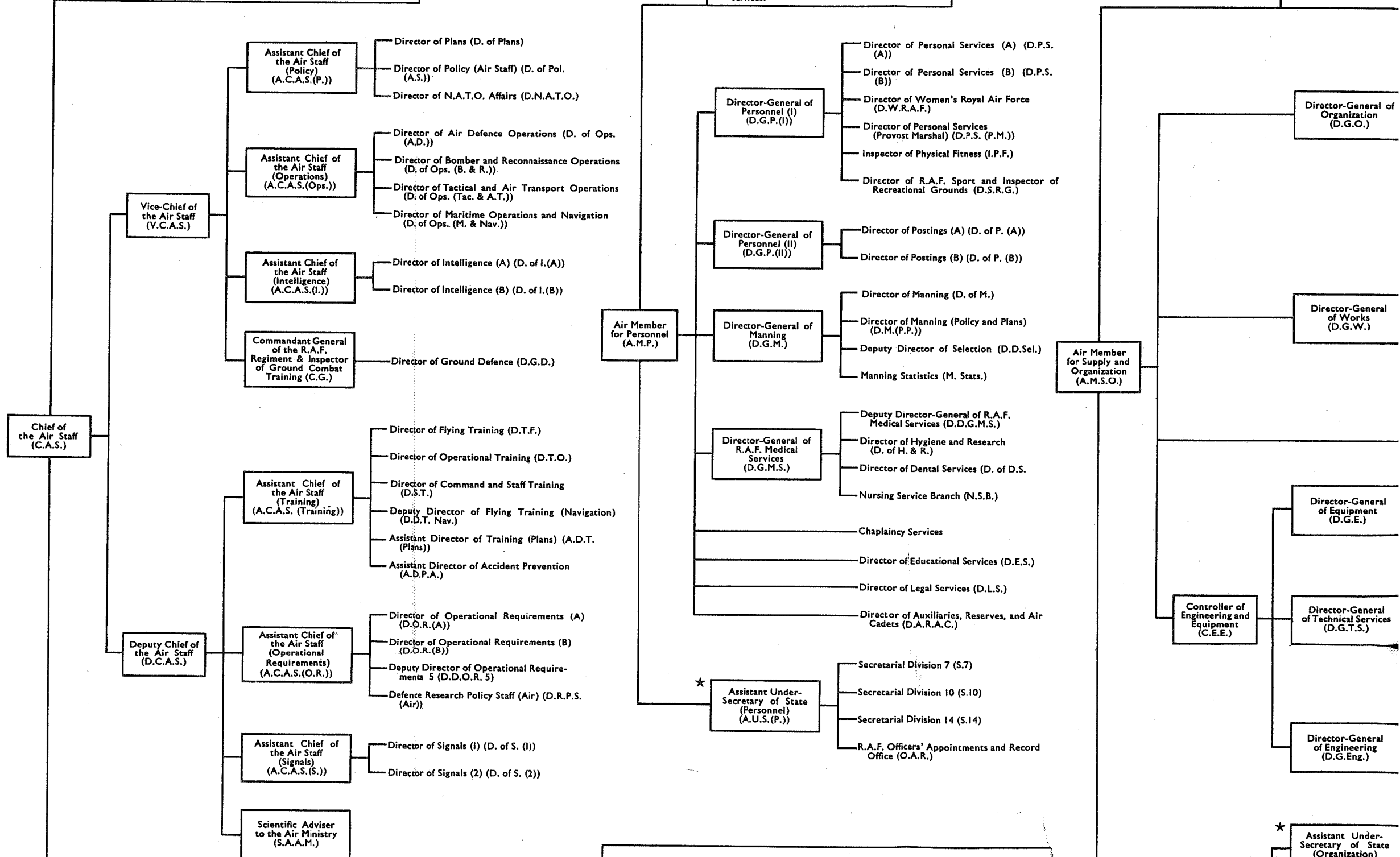
**AIR COUNCIL**  
SECRETARY OF STATE FOR AIR (S. of S.)  
*(President of the Air Council)*  
PARLIAMENTARY UNDER-SECRETARY OF STATE FOR AIR (U.S. of S.)  
*(Vice-President of the Air Council)*

CHIEF OF THE AIR STAFF      VICE-CHIEF OF THE AIR STAFF †      DEPUTY CHIEF OF THE AIR STAFF †      AIR MEMBER FOR PERSONNEL      AIR MEMBER FOR SUPPLY AND ORGANIZATION      PERM.

**DEPARTMENT OF THE CHIEF OF THE AIR STAFF**  
*R.A.F. policy and planning. Operations, tactics, intelligence, signals (other than technical aspects), operational requirements, accident prevention, ground defence, flying, and combat training. Operational, administrative, and training research.*

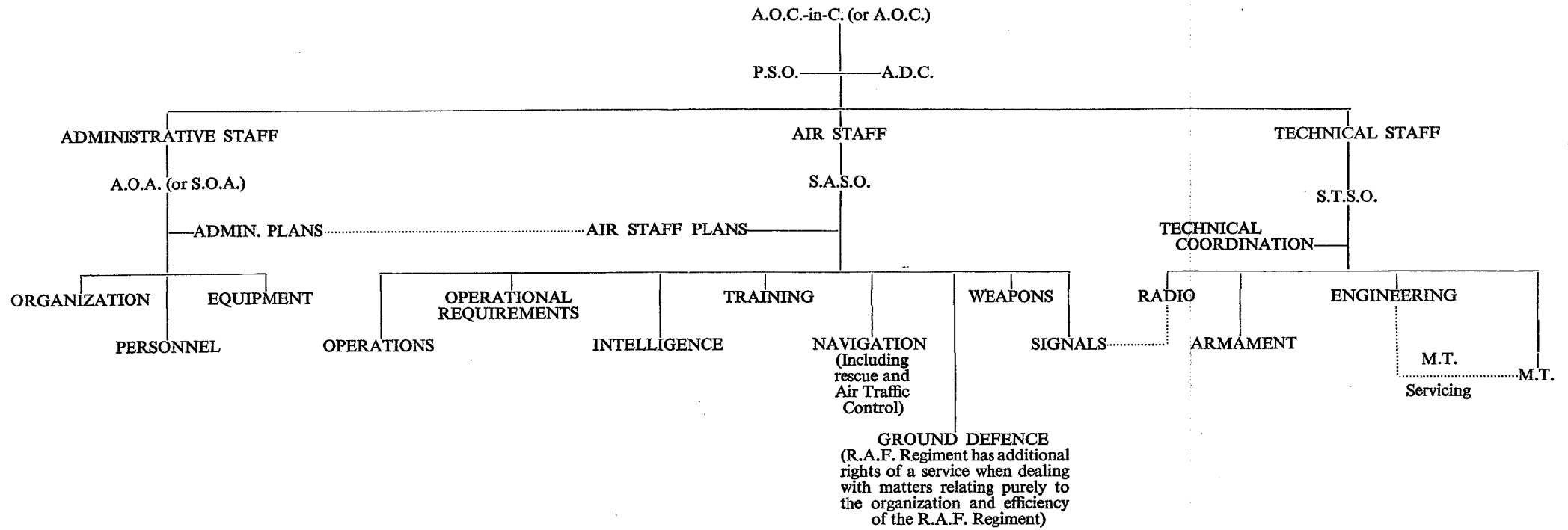
**DEPARTMENT OF THE AIR MEMBER FOR PERSONNEL**  
*All matters in connection with the personnel of the R.A.F., its Reserves and Auxiliaries (except training and establishments). This includes conditions of service, discipline, ceremonial, honours and awards, appointments, exits, promotions, postings, casualties and welfare, medical, educational, dental, nursing, chaplaincy, and legal services.*

**DEPARTMENT OF SUPPLY AND ORGANIZATION**  
*Organization of the R.A.F. Establishments of personnel transport, etc., provision of engineering, technical ordnance, and direction of the R.A.F.*



**NOTES**  
This chart illustrates Air Ministry organization down to Director level. Formations below this level are shown only in those cases where they are of importance.  
† Additional member of the Air Council.  
★ See also under Department of P.U.S.

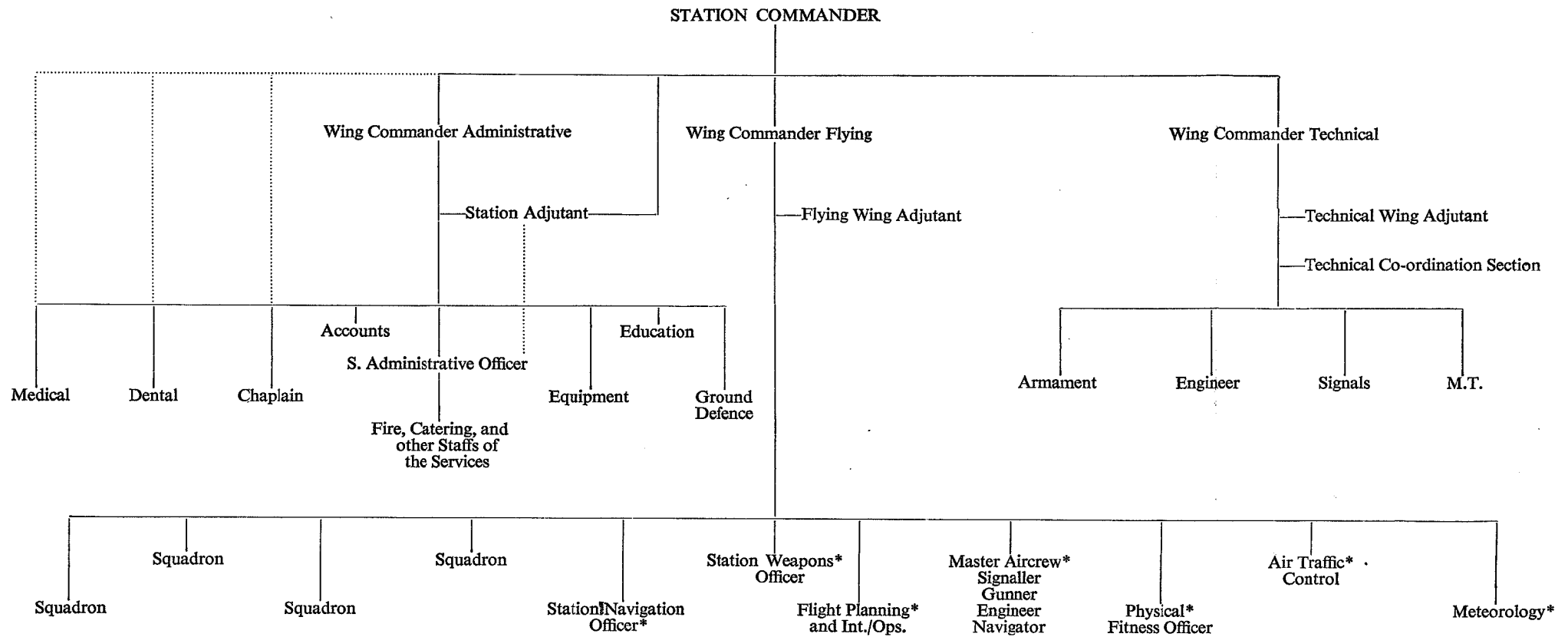
ORGANIZATION OF A TYPICAL FORMATION HEADQUARTERS



SERVICES	ADMINISTRATIVE	AIR	TECHNICAL
	Accounting Catering Chaplain Dental Education Fire Legal Medical Movement Provost Works Statistics W.R.A.F.	AIR FIRE Meteorology Research Physical Fitness Marine Craft Photography	Aeronautical Inspection
ADVISERS	Finance	Special Arms Navy or Naval officers attached to advise commander ARMY.	

Note.—All services are not represented at both command and group headquarters.

ORGANIZATION OF A TYPICAL OPERATIONAL STATION



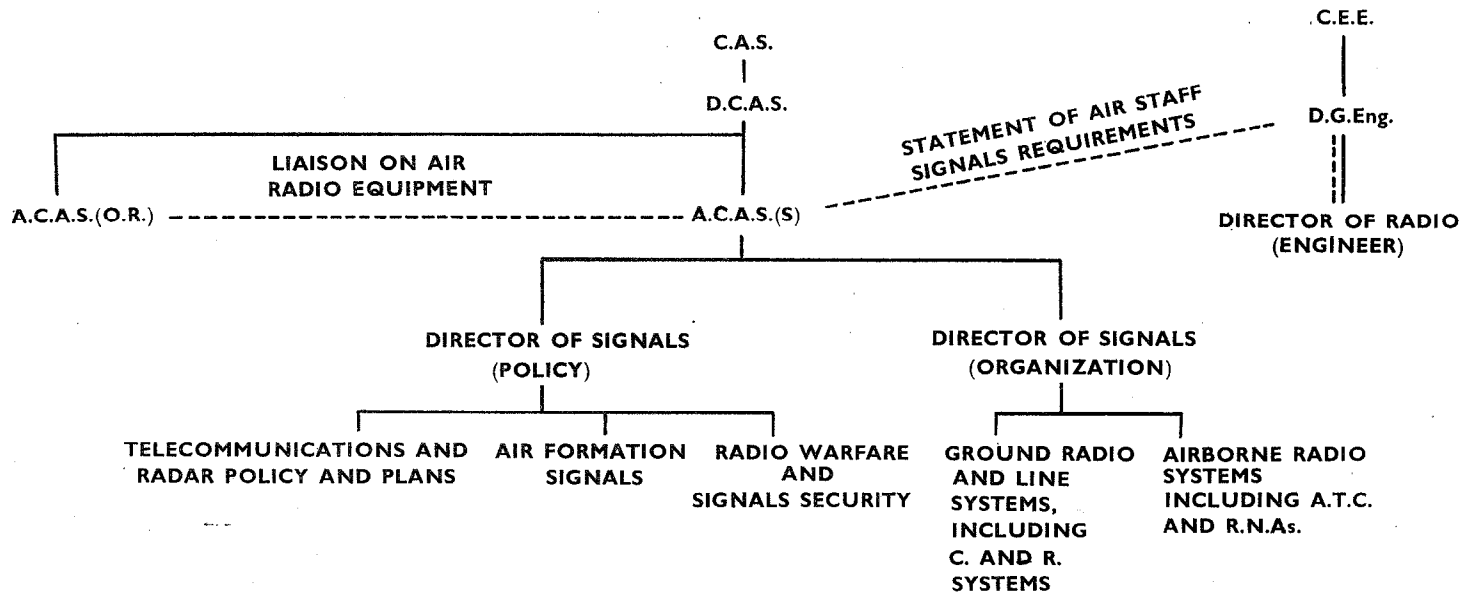
NOTES

- (1) The wing commander administrative is responsible for the discipline and administration of the station as a whole.
- (2) The signals officer is responsible to the wing commander technical for the technical aspect of signals, but must work closely with the wing commander flying on operational signals matters, and with the wing commander administrative on administrative signals matters.
- (3) In Fighter Command the duties of technical wing adjutant and officer i/c technical co-ordination section are combined.
- (4) Sections marked \* may be combined into one flying support squadron.

# AIR MINISTRY SIGNALS STAFF ORGANIZATION

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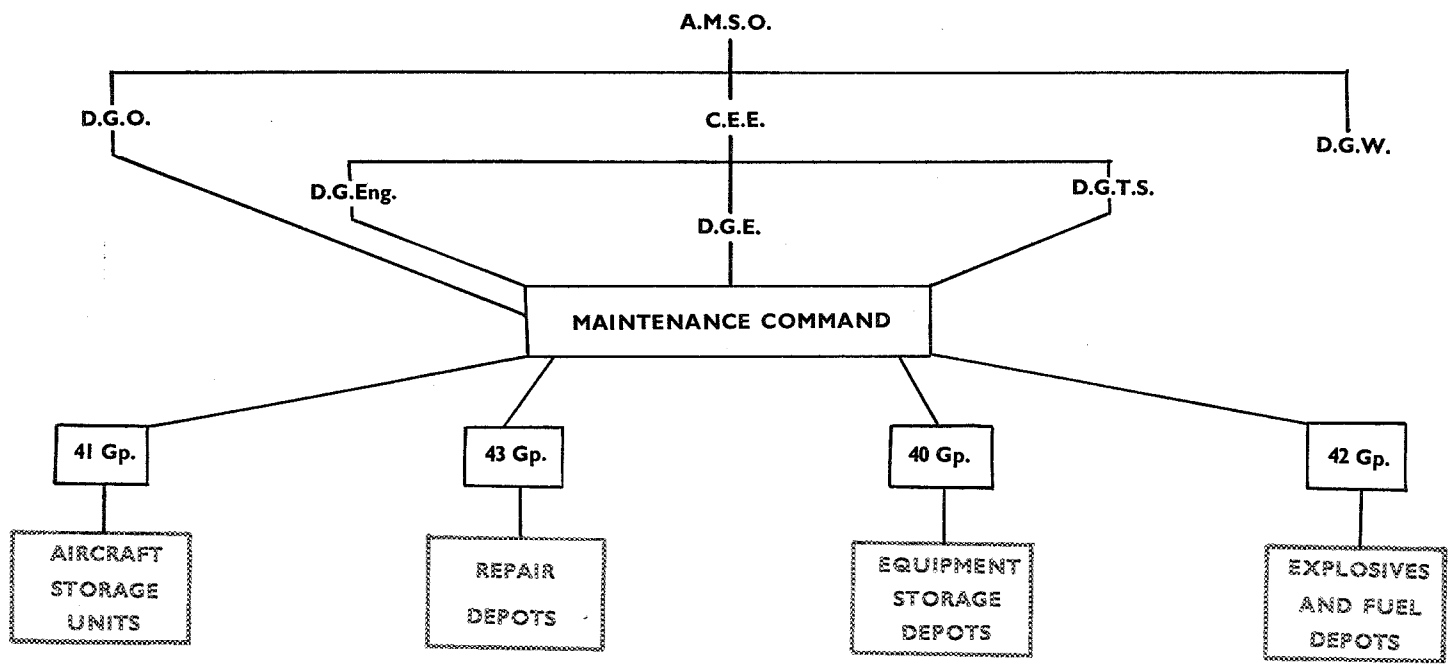
APPENDIX "F" TO  
A.P. 1301



# SUPPLY ORGANIZATION AT HOME

Legend  
 — Policy  
 - - - Physical Equipment

## (1) POLICY



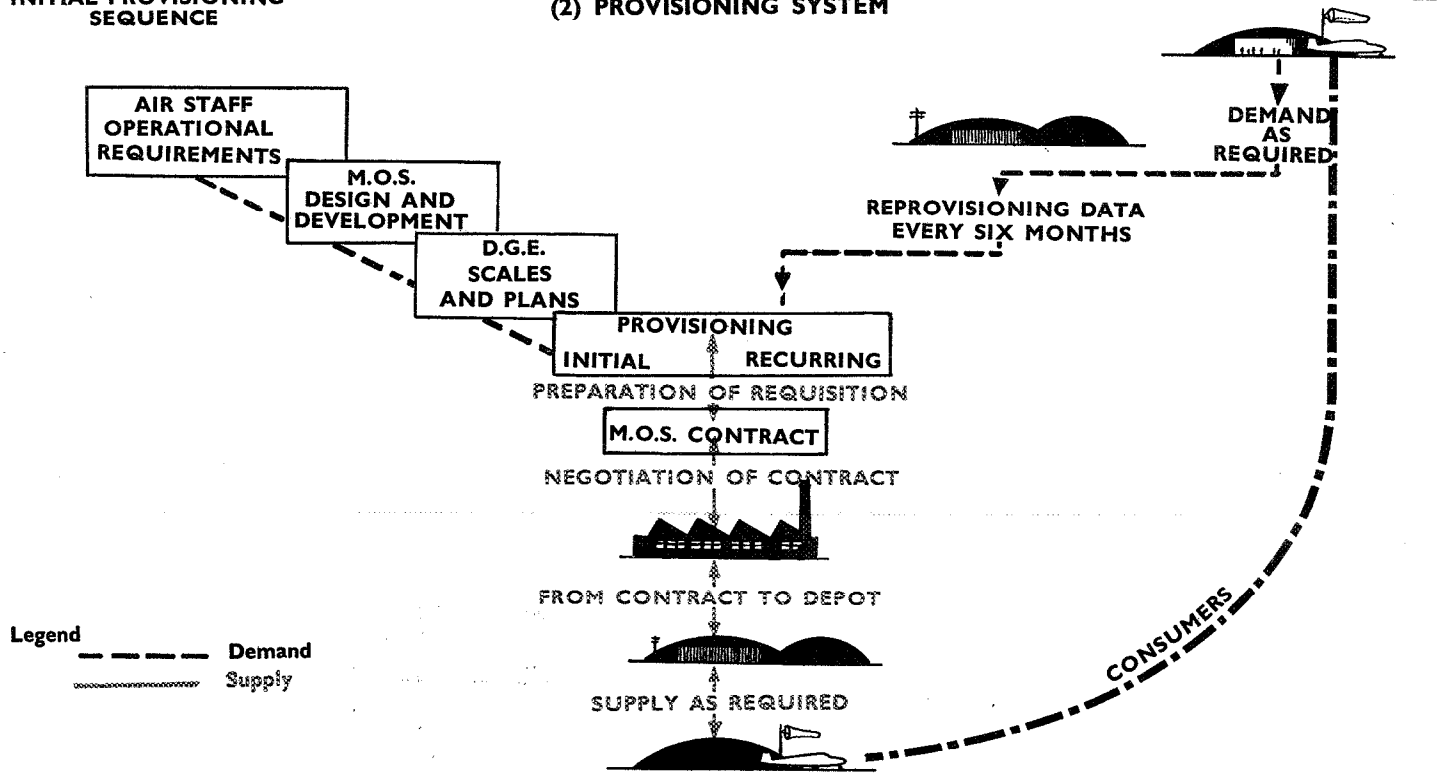
## INITIAL PROVISIONING SEQUENCE

## (2) PROVISIONING SYSTEM

## REPROVISIONING CYCLE

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Legend  
 - - - Demand  
 — Supply

## (3) EQUIPMENT PIPELINE

