

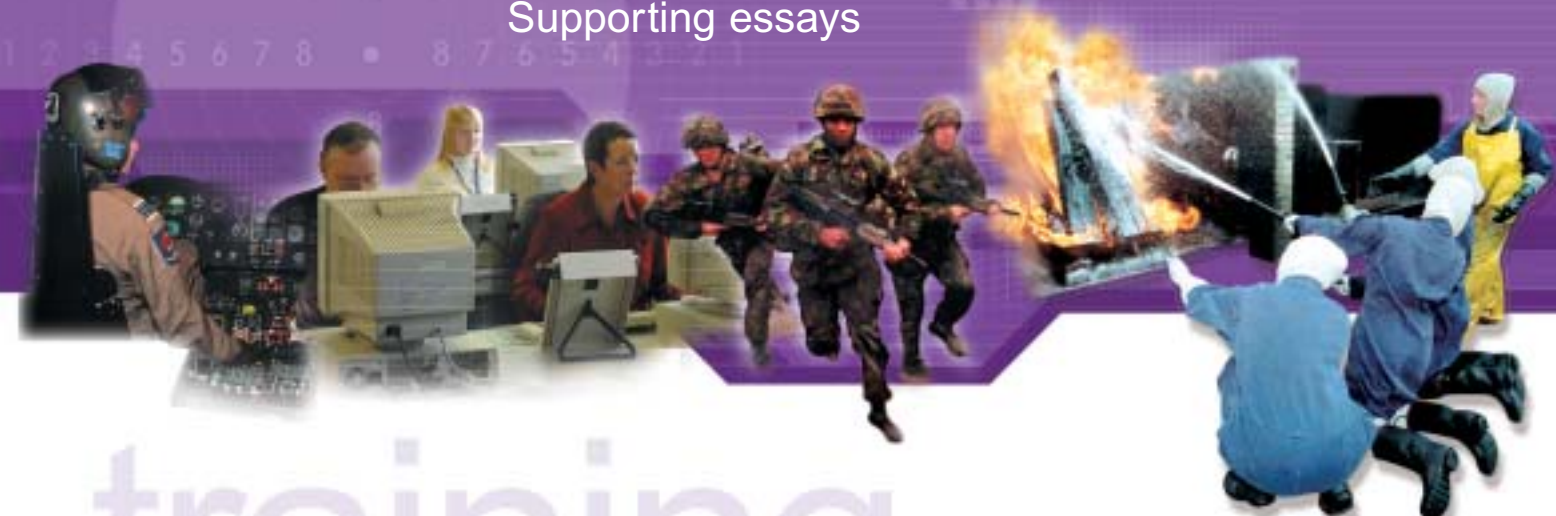


MINISTRY OF DEFENCE

>>> Modernising Defence Training

Volume 2

Supporting essays



training
essays

Modernising Defence Training

Report of the Defence Training Review

Volume 2

>>> Contents

Supporting Essays:

1	Conduct of Review	2
2	Officer Training	9
3	Sailors, Soldiers and Airmen Training . . .	16
4	Civilian Training	20
5	Flying Training	27
6	Acquisition Training	29
7	Education for Defence	36
8	Defence Leadership Centre	41
9	Defence Academy	45
10	Exploiting the Information Age	49
11	Cost-effective Training Delivery	56
12	Costs and Resources	62

Supporting Essay One

The Conduct of the Review

1. The Review began in Autumn 1999. It was conducted in 2 phases. A scoping study was carried out by a mixed Service/civilian team led by David Fisher, an MOD Under Secretary. This identified the areas where improvements were required and proposed how these should be addressed in the main phase of the study. The team was expanded for this phase, which began in March 2000 under the leadership of Vice Admiral Jonathon Band. We divided our work into 10 areas, as illustrated at Figure 1. Our work was overseen throughout by a Steering Group chaired by John Spellar MP, the Minister of State for the Armed Forces (composition at Appendix 1).

>>> Consultation

2. We recognised from the outset that the success of the Review would depend on its widespread acceptance throughout the defence community and the active involvement of all interested stakeholders to ensure that our proposals were practicable and acceptable. In April 2000, Minister(AF) jointly chaired with Michael Clarke, Director, Centre For Defence Studies, Kings College, a seminar at the Royal United Services Institute to take views of outside experts, including representatives from universities, industry and the trade unions. We also consulted widely with other Government Departments, industry, trade unions, professional bodies, the educational establishment, NATO, US and European allies. A full list of organisations we consulted outside MOD is at Appendix 2. Within MOD, apart from consultations with all relevant customers for individual training and education, we conducted a comprehensive programme of visits as set out at Appendix 3. The Ministerial Steering Group also included representatives from academia and industry.
3. We commissioned an academic audit of the Royal Military College of Science, Shrivenham by an independent team of senior figures from the UK higher education community, led by Professor Sir Brian Smith, Vice-Chancellor of Cardiff University. The team included Professor Brian Cantor, Head of Department of Materials, Oxford University, and Professor William Wakeham, Deputy Rector, Imperial College, as well as representatives of the Services and the Defence Procurement Agency.

Figure 1 Defence Training Review Work Streams



APPENDIX 1

Defence Training Review Steering Group

Minister of State for the Armed Forces	Mr John Spellar MP
Vice Chief of the Defence Staff	Admiral Sir Peter Abbott
Second Permanent Under Secretary of State	Sir Roger Jackling
Chief of Defence Logistics	General Sir Sam Cowan
Chief of Defence Procurement	Sir Robert Walmsley
Chief Scientific Advisor	Professor Sir Keith O’Nions
Deputy Chief of Defence Staff (Personnel)	Air Marshal Sir Malcolm Pledger
Second Sea Lord	Vice Admiral Peter Spencer
Adjutant General	Lieutenant General Sir Tim Granville-Chapman
Air Member for Personnel	Air Marshal Sir John Day
Deputy Under Secretary of State (Civilian Management)	Mr Michael Legge
Director General Management Organisation	Ms Margaret Aldred/Ms Oona Muirhead
Sir John Daniel	Vice Chancellor, The Open University
Ms Kate Owen	Vice President Organisation Development BP AMOCO
Head Defence Training Review	Vice Admiral Jonathon Band
Director Defence Training Review	Mr David Fisher
Deputy Director Defence Training Review	Air Commodore Steve Chisnall

APPENDIX 2

Outside Organisations consulted during the Defence Training Review

Other Government Departments/Bodies

Cabinet Office	National Assembly for Wales
Department for Education and Employment	Central Government National Training Organisation
Defence Evaluation Research Agency	Council of Military Education Committees
Foreign and Commonwealth Office	Civil Service College
Department of Health	Higher Education Funding Council
Home Office	Scottish Qualification Authority
Inland Revenue	Nuffield Languages Inquiry
HM Treasury	
HM Prison Service	

Overseas Government Departments/Departmental Bodies

USA

Department of Defence
Headquarters Training and Doctrine Command
US Marine Corps University, Quantico
US Naval Academy, Annapolis
US Naval War College, Newport
Arthur Andersen
General Dynamics
OC Incorporated

France

Ministry of Defence
French Staff College (Institute for Combined Military Studies, Institute for Advanced Studies, Joint Staff Course)
Department Defence Procurement
Naval Personnel and Training Command
Army Doctrine and Higher Command Training Command
Army Training Command
Air Force Training Command

Germany

Ministry of Defence
German Armed Forces Staff College
Armoured School
NCO Academy
George Marshall European Centre for Security Studies

Italy

Joint Staff College

Australia

Ministry of Defence

NATO
DSACEUR
NATO School SHAPE, Oberammergau
NATO Defence Collge, Rome

Other Organisations

Aliena Marconi Systems
Ashridge Management Centre
BAE Systems
Bath University
BBC
BP Amoco
British Telecom
Brunel University
Cambridge University (Churchill College and Centre for International Studies)
Cardiff University
Chartered Institute of Personnel and Development
Chippenham College of Further Education
City and Guilds
Council for Excellence in Management and Leadership
Cranfield University
Exeter University
Flagship
Ford UK
General Dynamics
GKN Westland Helicopter Ltd.
Industrial Society
Investors in People
Kings College, London
Lancaster University Management School
Liverpool University
Manchester University
Metropolitan Police
Modernising Agency and Leadership Centre
National Police Training College
Nestle
Open University
Royal Bank of Scotland
Scottish Leadership Foundation
Serco Defence
Shell
Southampton University
Stanton Marris
The Leadership Trust
The School of Coaching
Thompson Training and Simulation
Unipart
University for Industry
VEGA Group PLC
Vosper Thornycroft
Windsor Leadership Trust

MOD and Service Organisations Visited**Defence and Joint**

Defence Logistics Organisation	Defence Intelligence and Security Centre
Defence Procurement Agency	Defence School of Transport
Permanent Joint Headquarters	Defence Diving School
Royal College of Defence Studies	Defence Medical Services Training Centre
Joint Services Command and Staff College	Defence School of Languages
Joint Doctrine and Concepts Centre	Defence Helicopter Flying School
Joint Helicopter Command	Armed Forces Chaplaincy Centre
Joint Force Harrier	Defence Management Training
Joint Elementary Flying Training School	Student Engineering Training Centre, Malvern
Defence Procurement Management Training	

Royal Navy

Commander in Chief Fleet	HMS SULTAN
Second Sea Lord	HMS EXCELLENT
Flag Officer Naval Aviation	HMS RALEIGH
Flag Officer Sea Training	HMS DRYAD
Headquarters Royal Marines	HMS TEMERAIRE
Naval Recruiting and Training Agency	HMS CARDIFF
Naval Secretary	Maritime Warfare Centre
Headquarters 3 Commando Brigade Royal Marines	Royal Navy School of Leadership and Management
Commando Training Centre Royal Marines	Thunderer Squadron Southampton
Britannia Royal Naval College	Liverpool University Royal Navy Unity
HMS COLLINGWOOD	

Army

Headquarters Land	Royal School of Military Engineering
Headquarters Adjutant General	Royal School of Signals
Army Recruiting and Training Agency Training Group	Royal Electrical and Mechanical Engineers
Military Secretary	Royal Logistics Corps Training Group
3 (UK) Division	School of Army Aviation
Director General Doctrine and Development	Combat Engineer School
Director General Army Training and Recruiting Agency	Adjutant General's Corps Training Group
Royal Military Academy Sandhurst	Infantry Training Centre Catterick
Combined Arms Training Centre	Infantry Training Centre Brecon
Royal Military College of Science	Army Training Regiment

Royal Armoured Corps Centre	Bassingbourn
Royal School of Artillery	Army Training Regiment Pirbright
Army Training Regiment Glencorse	3, 30 and 77 Army Education Centres
Army Training Regiment Winchester	Army Apprentice College Arborfield
1st Regiment the Royal Horse Artillery	Army Foundation College Harrogate
40th Regiment Royal Artillery	Welbeck College
26th Engineer Regiment	Manchester University Officer Training Corps
1st and 2nd Battalions Princess of Wales Royal Regiment	Army Base Repair Organisation, Donnington
1st Battalion Queen's Lancashire Regiment	

Royal Air Force

Headquarters Strike Command	RAF Kinloss
Headquarters Personnel and Training Command	RAF Honington
RAF Wittering	RAF St Athan
RAF Cottesmore	RAF Halton
RAF Cosford	Airmens' Command School
RAF Cranwell	Training and Development Support Unit
RAF Odiham	Liverpool University Air Squadron
RAF Lyneham	

Supporting Essay Two

Officer Training Study

1. Our review of officer training was conducted within the context of rapidly changing Service career patterns. The Royal Navy has introduced a 3-stage commission, the Army is reviewing officer career courses and the RAF is restructuring its branches, linked with a competence-based approach to career management.

>>> The Stages of Officer Training

2. There are three main stages in officer training: initial officer, command and staff, and senior officer training. We can broadly align these stages to the 3 levels of warfare:

- ▲ **Tactical: the planning and execution of battles by tactical units;**

- ▲ **Operational: the planning and conduct of campaigns and major operations within theatre;**

- ▲ **Strategic: the planning and allocation of resources, including military, to achieve national or multinational security objectives.**

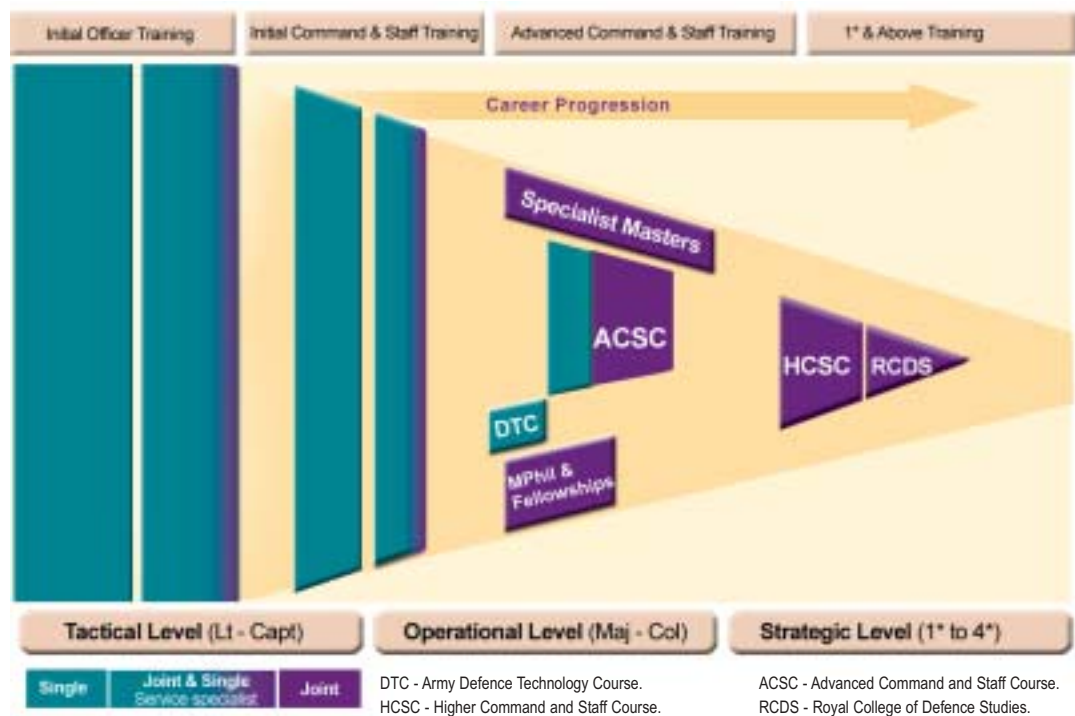
Despite obvious overlaps and exceptions, initial officer training and initial staff training broadly correspond to the tactical level (Lieutenant (Army) to Captain(Army) level); advanced staff training to the operational (Major to Colonel level); and senior officer training to the strategic level (Brigadier and above level).

3. Training should reflect the different demands of each level of an officer's career. The initial requirement is primarily to prepare an officer to operate at the tactical level in a mainly single Service environment, including all the required specialist skills. Thereafter we need progressively to prepare officers for a wider and more senior range of appointments, which, at the operational and strategic levels, are increasingly likely to be in a joint/multinational/inter-agency environment, in the integrated MOD HQ, or its supporting defence businesses.
4. The current career model for officer training is illustrated at Figure 1 below. This shows how a single Service approach to training at the tactical level progresses to predominantly joint training at the operational level, where the Advanced Command and Staff Course is largely joint. For Army students, this course is preceded by the Defence Technology Course, or specialist masters degrees, usually in technical or management areas. Master of Philosophy degrees and Fellowships in a variety of international relations studies are available to provide valuable higher education. Strategic level training is, at present, primarily limited to the Higher Command and Staff Course and the Royal College of Defence Studies.

>>> Joint, Multinational and Inter-agency Training

- To reflect the shift in operational priorities, we need to do more joint, multinational and inter-agency training. Joint expertise takes time to develop. Recognition of the importance of joint activity must first be introduced at the tactical level, within a predominantly single Service environment. Young officers need to be encouraged to adopt an open-minded approach towards their own and the other Services, and begin to appreciate the wider defence environment, including the increased joint and multinational focus. This then needs to be nurtured and progressed throughout an officer's career. We propose to introduce short common modules on defence and joint/multinational awareness during Initial Officer Training, which should continue to be conducted in a predominantly single Service environment. Thereafter, we propose common defence modules for all officers and an increase in joint activity during initial staff training, where the focus continues to be primarily single Service. RAF initial officer training, at 6 months duration, is too compressed in comparison with the 12-month courses of the other Services. We propose to extend it by 6-9 weeks to accommodate these modules and other necessary additions such as Information and Communications Technology and management training which can be absorbed by the Royal Navy and Army.

Figure 1 Current Officer Career Training and Education



- The main requirement for joint training is at the operational and strategic levels. The former is already recognised in the predominantly joint approach of the Advanced Command and Staff Course. This course still, however, contains a substantial single Service component. We propose to extend the joint phase by some 2-4 weeks, and shorten from 14 to about 4 weeks the single Service component, which we believe is more appropriately undertaken, where required, at an earlier stage in an officer's career. This will reduce the overall length of the course by up to 8 weeks, consistent with our objective to reduce the length of residential training at a busy period in an officer's career. At the more senior level, we propose to meet the theatre level command training requirements through a mixture of very short modular

courses, interactive gaming and development of the Joint Training for Operations Centre (see **Box, page 15 of main report**). The Centre is being developed by the Chief Joint Force Operational Readiness and Training, primarily to train and prepare national joint force commanders and staffs. It will facilitate the professional preparation of higher commanders, their fighting staff and the Defence Crisis Management Organisation. This will build on the groundwork of the excellent Higher Command and Staff Course.

7. Inter-agency training will be enhanced through the development of an annual politico-military game for senior officers and officials and Ministers and the training offered at the Joint Training for Operations Centre. There should also be a progressive increase throughout an officer's career in opportunities for multinational training, including increased exchanges during Initial Officer Training and the Advanced Command and Staff Course and greater use of courses at the NATO School at Oberammergau. At the Strategic Level, we emphasise the importance of UK participation in the current NATO operational training programmes and other overseas training programmes.

>>> Improving the Focus of Training

8. Training needs to be focussed on providing the required competences at the right time. To ensure they have the skills to meet the challenges of the Information Age, officers will be required to reach required levels of competence in Information and Communications Technology skills by the end of Initial Officer Training. To this end, we propose an improvement to facilities by a substantial expansion of personal computers and Internet terminals at each establishment. MOD should also negotiate an attractive deal with a single supplier to allow cadets to purchase PCs on an interest free loan over a set period of time at no extra cost to the Exchequer.
9. Recognising the increasing career compression faced by officers and the need to preserve sufficient time to gain front line experience, we propose a modular approach to training with short and focussed courses delivered to those with a clear need. To align with MOD's specific operational support and business needs, we will introduce a range of specialist modules, such as business management and an Acquisition Diploma for potential leaders of Integrated Project Teams. The modules would be undertaken at the end of the Advanced Command and Staff Course, by officers who require such training. They would be open both to officers attending that course and others, including MOD civil servants and industrialists.
10. The requirement for Army officers selected for staff training to attend the year long Defence Technology Course immediately prior to the Advanced Command and Staff Course is not well timed. This takes officers away from the front line for 2 years, adding to career compression. This technical education will now be given to all those who need it in short modules during Initial Officer and Staff Training. This includes an option for some officers in all three Services to undertake specialist Master of Science degrees where and when this is required for career purposes.
11. Changes in the post-Strategic Defence Review operational and business environments and evolving single Service career structures require that the allocation of places between the Services on the Advanced Command and Staff Course be reviewed to ensure they remain valid. We need to broaden opportunities for staff training where this is required to meet the

career needs of those not selected for the Advanced Command and Staff Course. We will offer distance learning modules, exploiting new technology, drawn from the core Course as well as the specialist modules at the end of the Course. We also propose to offer senior commanders and civil servants strategic level training in business leadership and management and decision making through seminars and short courses. Our proposals for a Defence Leadership Centre to help meet these needs are set out at ***Supporting Essay Eight***.

>>> Recruiting, Retention and Resettlement

12. In line with the Government's policy on Lifelong Learning and in order to attract, retain and prepare officers for return to civilian life, we propose a progressive approach to accreditation to ensure officers acquire qualifications throughout their career that will be recognised in the civilian market.
13. The three Services and MOD civil service each have difficulties achieving their recruitment targets for technical officers (or scientists and engineers for MOD civil service), and retaining them after completion of their degree-level education, due to the extremely competitive external market.
14. Welbeck College is the Army's principal source of recruitment for technical officers. The College produces excellent academic results, develops leadership skills and offers high quality sports and recreational facilities. Officers recruited through Welbeck stay in the Army longer than those from any other entry route. We believe that the Royal Navy, RAF and the MOD civil service would derive great benefit from offering a similar entry route themselves. We therefore propose that a Defence Sixth Form College, purpose-built at a new location, and with modern educational facilities, replace Welbeck College when the Army's lease on the buildings runs out in 2005. The new College will offer an exciting opportunity for young people who are interested in careers in the Armed Forces in engineering, or which require a technical understanding, or as scientists and engineers in the MOD Civil Service, to receive a first-class A-level education in a unique defence environment.
15. Technical officers are also recruited through undergraduate sponsorship schemes. Currently, these schemes are run on a single Service basis, such as the Royal Navy's 'Thunderer Squadron' bursary scheme at Southampton University and the Army's sponsored cadetship at the Royal Military College of Science (RMCS) at Shrivenham. Whilst - as confirmed by the independent academic audit we commissioned (***paragraph 62 of main report***) - RMCS offers a high quality education (through a contract with Cranfield University in a military environment), it is significantly more expensive than the RN scheme (RMCS costs £31.5k per annum compared to £8.4k per student at Thunderer Squadron). The learning environment and range of social contact available to the students is also limited. The Royal Navy's scheme has proved highly successful since its inception in 1994, and we concluded that a defence-wide bursary scheme would provide a cost-effective means of recruitment for all three Services and the MOD civil service. The scheme will also allow future technical officers greater contact with the wider student community than those at RMCS Shrivenham currently enjoy, fulfilling one of the Review's key aims of enhancing the integration of the Services with society. Negotiations will shortly commence with various universities to establish the feasibility of establishing three additional bursary schemes similar to that currently at Southampton University.

16. The Defence Undergraduate Bursary Scheme will be open to all students joining or already studying at, the participating universities, and will provide an enhanced bursary of £4,000 per annum. Defence Support Units, based on existing university training organisations (such as Officer Training Corps), will provide pastoral care and an insight into a career as a technical officer in the Services or as a scientist or engineer in MOD. The bursary scheme will mean an end to undergraduate education at RMCS Shrivenham, but we believe that our proposals for a Defence Academy (*see Supporting Essay Nine*) offer an exciting new future for the Shrivenham site. The new arrangements for recruitment of technical officers will be introduced progressively and subjected to regular review to ensure that Service and MOD civil service requirements are being met.
17. The university training organisations make an important contribution to training. We believe that their training roles should be enhanced, including more explicit acknowledgement of the relationship between the training organisations and recruiting (by offering Service work experience placements, for example). More generally, in order to raise inter-Service awareness and make more efficient use of resources, there should be increased contact between the university training organisations, including social events, defence debates and some low level joint exercises or training. University Air Squadrons should also offer ground training for non-aircrew officers, in addition to the excellent flying training opportunities they already provide. The university training organisations, in conjunction with the Council of Military Education Committees can also help in establishing links with, and raising awareness of defence within, the wider university community.
18. Our proposals for a Defence Sixth Form College, for undergraduate education, and for an enhanced role for the university training organisations form an innovative and coherent package. We expect this package to boost the recruitment and retention of technical officers and MOD scientists and engineers, as well as helping to spread defence messages in universities across the country.

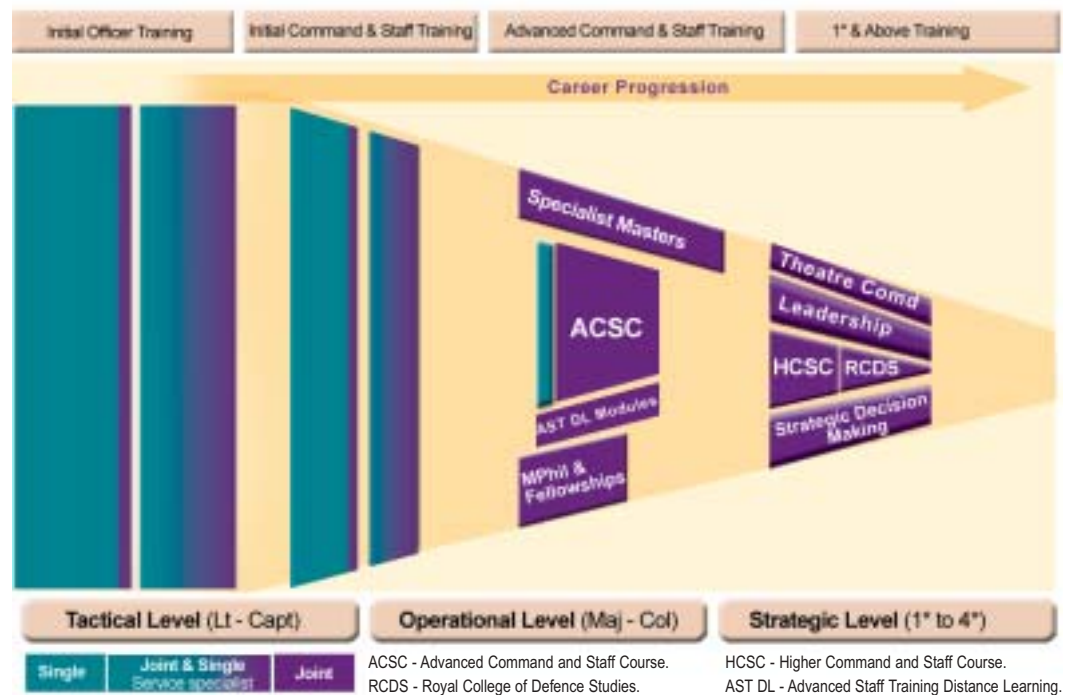
>>> Integration

19. Our proposals will increase integration between the Services through the extra joint activities summarised above. Civilians will be given more opportunities to train with Service personnel both on staff courses and at the strategic level, where most training should be delivered to Service and civilian personnel together, reflecting their common needs. We also propose greater use of common teaching materials for the Services and civilians. Integration with Other Government Departments, Agencies, Non-Governmental Organisations and industry will be increased, through further use of the Cabinet Office's programmes and introduction of the annual politico-military game. In staff training in particular, the more modular approach and distance learning opportunities will be of particular benefit to the reserve officer.
20. We propose to redesign the course at the Royal College of Defence Studies (RCDS) to attract a wider range of candidates from the UK and overseas, as set out in the **Box, page 23** of the *main report*. The new Commandant will redesign the course to meet the new mission and objectives set, including the introduction of a one-term foundation module. This redesign will also seek to make the RCDS course even more intellectually rigorous and demanding, including through pursuing the scope for formal accreditation, and making the RCDS tours themed and better focussed.

>>> Conclusions and Recommendations

21. The future officer career model that will result from the changes we propose is illustrated at Figure 2 below. At the tactical level it shows single Service Initial Officer Training with common elements and the closer integration of Initial Command and Staff Training. At the operational level, the training currently conducted on the Army's Defence Technology Course will be undertaken earlier in the cycle. We propose increasing the proportion of joint training within the Advanced Command and Staff Course and introducing specialist modules for those who require additional training. The model also shows the increased opportunity for advanced staff training, through modular, distance learning. At the strategic level, short modular courses, seminars and interactive gaming will meet the identified training needs. Taken together, we believe these changes will provide a much improved and coherent approach to training throughout an officer's career.

Figure 2 Future Officer Career Training and Education Model



22. A summary of our major proposals is as follows:

Initial Officer Training and Initial Command and Staff Training:

- ▲ Introduce common modules in defence-wide subjects at Initial Officer Training and Initial Command and Staff Training.

- ▲ Increase the length of RAF Initial Officer Training.

- ▲ Establish a Defence Sixth Form College with a Defence Bursary Scheme at civilian universities to provide undergraduate technical education and focus specialist technical post graduate education at the future Defence Academy.

- ▲ Increase the opportunity for MOD civil servants to undertake staff courses, or parts of them, as required.
-

Advanced Staff Training:

- ▲ Whilst shortening the Advanced Command and Staff Course, increase the joint element and introduce optional specialist modules.
 - ▲ Increase the opportunity for Advanced Staff Training through Distance Learning modules, taken either individually or as a combined package.
-

Multinational Training:

- ▲ Increase multinational training through additional exchange schemes, use of NATO and other courses, and support for the European Defence Initiative by exploring with our Allies ways of improving command and staff training.
-

Senior Officer Training:

- ▲ Provide operational training to theatre level commanders through the Joint Training for Operations Centre (see *Box page 15 of main report*), a national Command Post Exercise and short modules.
 - ▲ Redesign the Royal College of Defence Studies course to include a one term foundation module to attract a wider audience including from the private, public, and voluntary sectors, to meet the strategic decision-making requirement.
 - ▲ At the most senior levels, introduce an annual political/military game with wide participation from MOD, Other Government Departments, Non-Government Organisations, other nations and agencies.
 - ▲ Increase participation by senior personnel in top level leadership, management and business training, in conjunction with the Defence Leadership Centre.
-

Supporting Essay Three

Sailors', Soldiers' and Airmen's Training

>>> Introduction

1. Sailors, soldiers and airmen comprise 85% of the Armed Forces and range from the most junior and inexperienced rating, private or airman, to the most senior and experienced Warrant Officer. Their training, particularly initial training, is of a high standard. But there are gaps in non-specialist training, leadership and management training, and in preparation for operating in a joint, multinational and inter-agency environment. A number of changes are required to meet the challenges of the future operational environment.

>>> Recruit Training

2. We found the Services' recruit training organisations in general lean and effective. However the future trends we have described in the main report are likely to make recruiting and training sailors, soldiers and airmen increasingly difficult, and the Services may need to adopt more diverse and flexible training processes and resourcing. It may be necessary to shift resources between operational and training units or to adjust the relationship between recruit training and initial specialist training, particularly to meet varying standards amongst recruits.
3. Initial training needs to focus on providing core single Service competences to give recruits a sense of their Service's ethos and confidence in the operational environment. Given the considerable differences in the Services' requirements and output standards, we concluded that this training should continue to be delivered on a single Service basis. However, we found the RAF Ground Trades recruit course too compressed in comparison with the corresponding Royal Navy and Army courses. The Kosovo operation showed that RAF recruits need to be better prepared for deployed operations in austere conditions. We will, therefore, extend this course by 2 weeks from 7 to 9 weeks.

Adventurous Training

4. Adventurous training is a particularly effective way of developing teamwork, character, motivation and fighting spirit. It is exciting and rewarding, and has a very positive impact on recruit motivation and retention. All Royal Navy, Royal Marines, and Army recruits receive such training, but only 84% of RAF Recruits. We propose that all RAF recruits should receive adventurous training.

Recruit Training For Volunteer Reserves

5. We found that Royal Navy, Royal Marines and RAF arrangements for training volunteer Reserve recruits work well. The Army is currently developing new arrangements for Territorial Army recruit training on a regional basis in Land Command through a common military syllabus.

Information and Communications Technology (ICT) Skills

6. We set out in *Supporting Essay Ten* the minimum level of information and communications technology (ICT) skills to be achieved by all personnel by the time they enter productive service. ICT training for sailors, soldiers and airmen will be delivered during specialist training, with the exception that the Army should continue to provide such training in their Junior Entry Colleges. This will allow ICT training to be delivered to the right people at the right time, according to operational need.

Recruits Aged Under 18

7. The Royal Navy, Royal Marines and RAF find it cost-effective to train alongside adults the small numbers of personnel they recruit under the age of 18. The Army recruits a much higher proportion of under-18s, many of whom are trained and educated at the Army Apprentices' College and Army Foundation College. The Army can only attract the number of under-18s it requires by guaranteeing that trainees will receive significant education and personal development; this also improves chances of early promotion. It plans to increase significantly the number of under-18s recruited and trained and educated in this way and is examining the case for establishing a second Army Foundation College, under a Public Private Partnership arrangement. The Army is unlikely to sustain full Manning otherwise. These plans will allow closure of the Army Apprentices College and at least one of the five Army Training Regiments.

Sustaining Standards Achieved In Recruit Training

8. We found that many recruits arriving in operational units after completing the longer initial specialist training courses show signs of military skill fade and loss of physical fitness. This is caused by a number of factors, including civilianisation of instructional staff, gapping and the lack of time for continuation training to maintain military skills. The Services are aware of the problem but have not succeeded in eradicating it. This skill fade carries with it operational risk and can affect morale. We therefore propose that specialist training be conducted in such a way that the key military standards essential to deployed operations achieved during recruit training are sustained at the end of initial specialist training. This will require tri-Service policy guidelines from the new Director General Training and Education Organisation. It will be important to ensure these standards are maintained at the Defence Schools likely to emerge from the rationalisation programme.

>>> NCO and Warrant Officer Training

9. The NCO and Warrant Officer leadership and management training conducted by the single Services is fundamental to their ethos and combat effectiveness. Given the different demands of the Services' environments we concluded that Junior and Senior NCO training should remain a single Service activity. In general, the leadership and management training delivered by the NCO Schools of the Royal Navy, Royal Marines and RAF successfully meets current requirements. However, Army NCO and Warrant Officer training needs improvement. This training is currently delivered on diverse courses, with no Army-wide standards, nor any single organisation to direct or co-ordinate training and disseminate best practice. There is a need for a better integrated, coherent, pan-Army approach to the provision of command, leadership and management training to all NCOs and Warrant Officers, based on delivering core competences to achieve the pan-Army standards required at each rank. The Army is conducting a comprehensive study into how this can best be achieved.

10. RAF Senior NCO and Warrant Officer leadership and management training for Ground Trades and Airmen Aircrew is currently conducted separately. This prevents the achievement of corporate glue and mutual understanding. The RAF has conducted a study into combining their training. This has recommended an amended Advanced Management and Leadership Course for all Ground Trade and Airmen Aircrew Flight Sergeants.
11. The increasingly joint, multinational and inter-agency operational environment is making the role of NCOs more demanding. We therefore propose that relevant training be delivered on Service Junior and Senior NCO courses by the use of short common modules, possibly based on those being developed for officer training. Joint awareness would also be enhanced by establishing exchange posts at the Service NCO Schools; the extra cost should be minimal. Multinational awareness could be promoted by establishing allied exchange instructors or by attendance of NCOs and Warrant Officers from overseas.

A Joint Approach To Warrant Officer Training

12. Warrant Officers play an increasingly important role in delivering operational capability. However, while we recognise that the Services need to train their Warrant Officers in many single Service issues, the lack of any joint training is a weakness in today's operational environment. There would be significant operational advantage in giving them joint instruction in the following areas:

▲ **The functions of command, leadership and management in joint, multinational and inter-agency environments.**

▲ **The capabilities, organisation and interdependence of the Armed Forces in peace and throughout the full spectrum of conflict.**

▲ **The communications, cognitive analytical and judgement requirements of a Warrant Officer in joint and multinational environments.**

▲ **The principles of, and relationship between, UK defence policy, strategy and doctrine.**

▲ **The culture and effectiveness of working harmoniously with other Services, nations and agencies.**

We believe that such joint instruction would achieve a much greater degree of understanding compared to training in single Service groupings.

13. We will establish a Joint Services Warrant Officers' School to provide this training. The school will provide Royal Naval/RAF Warrant Officers and Army/Royal Marine Warrant Officer 1s with up to 2 weeks residential joint training. This will complement single Service NCO training, and the existing and planned Service Warrant Officer courses. The Joint Services Warrant Officers' School will be a prestigious training unit, staffed by high quality instructors and delivering top quality training. It will be part of the Joint Services Command and Staff College within the Defence Academy we propose in **Supporting Essay Nine**. The School will include the Reserves from the outset, and civilians for whom such training would be relevant will also be invited to attend.

Training For Senior NCO and Warrant Officers Selected For Commissioning As Officers

14. The Royal Navy, Royal Marines and RAF have successful arrangements for commissioning experienced Senior NCOs and Warrant Officers. However, there is no Army commissioning course for Late Entry Officers, who represent almost 20% of their officer corps. This training gap should be closed as soon as possible. The Army is currently developing a 4 week long Late Entry Officer commissioning course to meet this requirement.

>>> Human Resources Implications

15. Leadership and management training aims to develop interpersonal skills. Consequently, most instruction on such courses has to be residential, and our proposals may result in a small increase in time away from home units for Warrant Officers. But we assess that any negative effects would be far outweighed by the considerable impact of greatly improved leadership and management training.
16. Sailors', soldiers' and airmen's training should be accredited where possible. When they leave the Services, their training and the breadth and depth of their experience will considerably enhance their civilian employment potential.

>>> Medical Support to Training

17. The Training Agencies consider that medical support to training requires improvement. Limitations in such support, especially the length of secondary care waiting lists, are a significant source of avoidable recruit wastage, delay and extra costs. An Injuries Working Group within MOD is examining how this could best be taken forward.

>>> Conclusions and Recommendations

18. Our proposals will help to close identified training gaps, improve recruit training and better integrate single Service NCO and Warrant Officer training both within and between the Services. The following measures should receive a high priority:

- ▲ **Increase the length of RAF Ground Trades recruit training;**

- ▲ **Implement measures to sustain key military skills during initial specialist training;**

- ▲ **Improve medical support to training as soon as possible**

- ▲ **Implement a new approach to Army NCO and WO training;**

- ▲ **Establish a Joint Services Warrant Officers' School.**

Supporting Essay Four

MOD Civilian Training and Education

>>> Assessment of Current Training

1. MOD civilians – both Industrial and Non-Industrial - play a key role in defence and must be adequately trained. The quality of civilian training is high in a number of areas. The competence framework on which it is based, the inclusion of training and development as an integral part of non-industrial staff performance appraisal and review, and the dedication of in-house trainers and Training Officers/Training Liaison Officers are all positive features. But improvements are required to keep pace with best practice in Government and outside. In particular, MOD has no single authoritative structure to co-ordinate and direct activities and disseminate best practice, resulting in the lack of a defence-wide training and development policy. Moreover, while the modular approach to civilian training and the extensive use of distance learning minimise cost and time spent in the classroom, this requires greater support for learning within the workplace. Managers need to be willing to release staff for short periods of training and to allow - indeed encourage - their staff to carry out distance learning in work time. Despite widespread Investors in People recognition, there is a perception amongst many civilians that MOD does not consistently value civilian training and development. This stems from the ambivalence of some line managers to the importance of learning; the difficulty, through pressure of work, in releasing staff for training; and a widespread belief that MOD does not consistently provide the right training for the right people at the right time.

>>> A Change of Culture

2. We concluded that MOD requires a cultural change in its approach to the training of civilians. All staff need to regard learning as an investment which will help achieve change and enable them continuously to improve both themselves and their effective contribution to MOD and wider Government outputs.
3. Top-level engagement is a prerequisite for culture change. We propose that the Defence Management Board should formally consider civilian training at least twice yearly as an integral part of their review of departmental performance. To be effective, this will require visibility of training indicators, professional advice on the training and development implications of operational and business plans, the ability to set and monitor a coherent training and development strategy aligned with those plans, and adequate resourcing.
4. We judge that such top level engagement needs to filter down the management chain so that line managers at all levels promote staff training and development as one of their key tasks. The introduction of the Balanced Scorecard as a measure of Departmental performance, with its Learning and Development axis, is an ideal opportunity to provide the necessary vertical linkages between Departmental, Service and Top Level Budget training strategies and plans.

It should also provide the target setting and reporting mechanisms needed to ensure that lower level budget holders and managers take proper account of training and development needs. However, managers will require improved advice on professional training and development to ensure that lower level training plans are properly aligned with objectives.

>>> Resources

5. Delivery of training and development requirements will depend on the adequate provision of resources, staff and facilities. The key will be to align responsibility for providing and resourcing training needs as closely as practicable with that for delivering the operational, corporate or business needs that they support. This responsibility should fall either to the corporate centre or to Top Level Budget Holders depending on whether there is a corporate training need or one aligned closely to a business unit. Where several Top Level Budgets share a training need, such as core competence training, this should be met by a common corporate provider either in the Centre, or on a lead Top Level Budget basis.
6. We also noted concerns that civilian training facilities are inferior to those at Service training establishments. While responsibility for the provision of general training facilities close to the workplace is best retained at Top Level Budget level, the Department will quickly set minimum standards against which existing facilities should be reviewed.

Training Margin

7. Training margins should be established at Top Level Budget level, and the existing arrangements at corporate level formalised, to cover staff who need to attend longer courses and to allow training between posts wherever possible. This would be analogous to the Services' training margin. Under the more aligned training system we describe at *paragraph 5* above, at Top Level Budget level the size of the training margin should reflect the needs of individual business areas rather than be dictated centrally.

>>> Quality

Training and Development Advisers

8. MOD has an extensive network of Training Officers who are primarily responsible for higher level training planning, and Training Liaison Officers whose main role is to circulate information and handle routine training enquiries at unit level. Most of these officers undertake their duties as secondary or tertiary tasks and are not always selected for their qualities as potential training advisers or assistants. Most receive little formal training and they are not required to have relevant professional qualifications. At the same time, Top Level Budget areas have to focus more on the training and development required to meet their own business needs such as the advent of Smart Acquisition.
9. We concluded that there is a need for better and higher profile training and development advice, integrated into MOD's management chain. This will be provided by replacing the Training Officer network with dedicated, professionally qualified people in a renamed Training and Development Adviser network. Training Development Advisers will be selected for their qualities and interest in training and be required to undertake professional qualifications. They will provide professional training support and advice to line managers,

construct training and development plans as part of organisational level management planning, act as Investors in People advisers and internal assessors, and provide advice and assistance on assessing training needs and evaluation. We do not envisage them taking over any line or personnel manager responsibilities; instead, they will provide a professional service complementing these functions and providing support to line managers in respect of the training and development needs of their staff, in conjunction with personnel branches. They could also inject their knowledge of local needs into a corporate training organisation to allow better co-ordination of training provision across the Department. Current Training Liaison Officers will become Deputy Training and Development Advisers operating, as now, on a mainly part time basis to support Training Development Advisers, line managers and their staff on the routine aspects of training and development issues.

Training Sponsors

10. Civilian training policy already embraces basic principles such as training needs analysis, the design of training to meet those needs, and evaluation and validation of the training provided. But support to training sponsors to ensure these principles are followed is more limited than in the Services who can call on assistance from their Schools of Training Support. The role and responsibilities of civilian training sponsors will therefore be clearly defined and sponsors formally nominated for all courses.

Choice

11. Best external practice makes learning easily accessible and recognises the value of workplace learning. Some training will always be best delivered through traditional, formal courses. But this is not always cost-effective or convenient. We welcome recent developments to provide a choice of learning methods such as Interactive Learning Facilities. Where practicable, we will promote, particularly to line managers, the importance and availability of flexible access and different learning options, including the use of coaching and mentoring, and distance learning. Such an approach will help make training and development opportunities available to the diverse range of MOD staffs – full/part-time and locally employed - and contribute to culture change. Management courses at all levels need to stress the value of workplace learning and provide line managers with the skills and knowledge to support such learning where appropriate.

Accreditation

12. The availability of marketable qualifications and externally accredited training is vital. The opportunity to gain formal, external recognition of achievement of a level of skill and/or knowledge can help motivate people to develop and improve their performance. MOD already makes good provision for external accreditation in many areas, and the Defence Accreditation Cell (*paragraph 59 of the main report*) will provide a useful mechanism for pooling experience and maximising bargaining power across the Department. However, take-up rates for National Vocational Qualifications for industrial and non-industrial staff need to be improved. Making it easier for staff to gain National Vocational Qualifications by demonstrating existing competences in the workplace would be an effective solution. This will require more qualified assessors and verifiers in business units. Staff also need more support and encouragement to gain assessor and verifier qualifications. Line managers and individuals will be encouraged to consider the need for externally accredited qualifications and National Vocational Qualifications during six-monthly and annual performance reviews. This will complement career development advice available from Human Resources staffs.

While such assessment is not currently a mandatory part of performance review for Industrial staff, it will need to be addressed during the development of the current Non-Industrial/Industrial harmonisation initiative.

>>> Better Training Opportunities

Induction

13. High quality induction training is essential. It forms a vital part of the process whereby new arrivals acquire an understanding of their working environment and the contribution they will make, so they can quickly play an effective role. It also enables an organisation to inculcate its values, teach its working practices and develop appropriate attitudes in its staff. The quality of induction is monitored via the Investors in People assessment process and, as MOD progresses to strategic level recognition, the effectiveness of Departmental level induction will also need to be improved. The current induction system comprises a text-based distance learning module which, despite best efforts, is uninspiring, relatively expensive and hard to keep updated, and bulky to store and distribute. Moreover, it is not targeted at Industrial grades.
14. Department-wide induction will be improved by converting the present paper based distance learning package into an interactive CD-ROM or online version. This will take up the same amount of a learner's time (15 hours), but will be much more effective. Stimulating imagery and interactive checks of understanding will enhance memory retention. It will be much easier to keep an online version up to date and this should provide future revision or reference material. The first element of the defence education package (**paragraph 16** below) will also form part of the 15 hours study time. The package will be provided to all new entrants.
15. There will also be improved post-specific familiarisation training. This will mean ensuring that all new staff are given familiarisation training in areas of the Department outside their immediate organisation but which they nevertheless need to understand to set their own contribution in a proper context. Existing formal and informal familiarisation courses will continue to play a role here. However, training will also cover any area where there is a close working relationship, perhaps through a Customer Supplier Agreement, such that the actions of individuals in one area can have a significant impact on other areas of the Department. Line management will be responsible for arranging such training in liaison with those areas on whom their work has an impact.

Defence Education

16. Although high quality training is provided in many functional areas, staff require a better understanding of the basic defence environment, albeit to differing depths according to grade, post and experience. We believe a graduated programme of defence education should start with Induction and continue through career. Wherever possible distance learning modules will draw on those being developed for Initial and Advanced Command and Staff training particularly at the higher levels. But we envisage that two new eight-hour e-learning packages (CD-ROM or online) are likely to be required for Bands D and E, in addition to the provision recommended within Induction. These should cover the themes of the Defence Mission in more detail, thereby teaching the role of the three Armed Forces in delivering defence capability, force

packages and multinational operations. The precise content would need to be determined by a training needs analysis and would be competence based.

Better Integration

17. We need to minimise duplication of training provision, which can lead to differing standards and increased costs. As Service and civilian staff need to be able to operate together effectively in an increasingly unified defence environment, so their training should normally be integrated where common training needs exist and by ensuring that better information is available on the full range of internal training opportunities. Production of combined (Service and civilian) training plans by Top Level Budget areas encourages identification of common training needs and will be promoted as good practice.

18. Civilian staff in, or destined for, key roles in strongly unified environments need greater exposure to the Services. Staff who are at or are likely to progress to Band B and above and to work in a unified defence environment, either in MOD HQ or in key posts in Top Level Budget areas, will be strongly encouraged to attend elements of the more modular Initial and Advanced Command and Staff training course. Such modules may, for example, cover areas such as Acquisition and Defence Diplomacy, depending on a detailed needs analysis. The new modular format should also make it possible to offer more flexible course participation options. Civilian staff to whom the training would be relevant will also be able to attend the Joint Service Warrant Officers' School we have proposed at **paragraph 36** of the **main report**. Greater civilian participation in Service courses should both enhance civilian understanding of the military environment and improve Service understanding of the civilian role in MOD.

Training for Senior Staff

19. Where appropriate, middle and senior level staff will be able to attend the seminars and short courses for strategic decision-makers (**paragraphs 41** and **52** of the **main report**). Work is also under way in other areas to address future Service and civilian needs, mostly under the Civil Service Reform and Modernising Defence agendas. This includes proposals for Information Age Skills (**paragraph 72** of **main report**) and Infrastructure; policy making skills; and the acquisition training we describe at **paragraphs 45-47** of the **main report**. We also need to improve the training in leadership and management for senior staff given the range of business now involved in defence (**paragraph 52** of **main report**). This will include their participation in training offered by the Defence Leadership Centre (**paragraph 54** of **main report**).

>>> **Lifelong Learning**

20. In keeping with the Government's Lifelong Learning initiative, we believe individuals should be given more encouragement to accept learning, both personal and vocational, as a part of their progress through life. MOD supports Adult Further Education by giving civil servants a minimum of 80% of fees and 50% of textbook costs, and encouraging managers to be as flexible as possible in allowing staff time off to attain relevant and useful qualifications. Expenditure on Adult Further Education and external training amounted to some £750K in 1999/00 with some 6200 payments averaging around £120. We believe that the current financial support for MOD civilians attending Adult Further Education is, potentially, better than that available under the Services' Standard Learning Credits scheme which allows an annual grant of up to £175.

21. The Services have launched Enhanced Learning Credits to help personnel to prepare themselves for civilian life. This would be an ideal time to promote the support currently available to MOD civilians for external training and Adult Further Education. We propose to set a hard target to double its take-up to 12% of civilian staff, achievement of which should be monitored at senior level. This would be consistent with the Government's Lifelong Learning strategy. To this end, MOD needs to work in partnership with the Trades Unions to ensure that the needs of all civilians are met. MOD's some 25,000 Industrials appear to be disadvantaged in terms of access to learning, as are other groups such as Locally Engaged civilians. We believe the Trades Unions could assist greatly in this area through the vital influence they can have on change in the workplace and their potentially powerful role in encouraging individuals to learn.
22. Current MOD work to strengthen provision for learning records is likely to result in a helpful and practical learning record to encourage staff to take control of their learning, and record key training, development and educational achievements. We see no reason why Service and civilian learning record schemes should not eventually converge.

>>> Summary and Conclusion

23. Our proposals to promote and improve civilian learning will produce a better-trained and more motivated civilian workforce, able to deliver improved operational, corporate and business outputs, thus reducing the Department's reliance on expensive external assistance.
24. Our key proposals are:
 - a. An improvement in top-level engagement in civilian training, from the Defence Management Board down, aligning civilian learning strategy with MOD's operational, corporate and business needs, making use of the Learning and Development axis of the Balanced Scorecard, and drawing on more readily available professional training and development advice from an enhanced and re-branded Training and Development Adviser network.
 - b. Establish training margins at corporate and Top Level Budget level and formalise the existing arrangements at corporate level to provide for personnel under full-time training or between postings, based on an assessment of business need.
 - c. A clearly defined minimum standard for general training facilities used by civilian staff.
 - d. Promotion of vocational and other externally accredited qualifications with explicit consideration as part of annual and six-monthly individual performance reviews.
 - e. Wider, post-specific, familiarisation training as a part of induction, to ensure that staff entering new posts acquire a better understanding of those areas of the MOD on which their work may impact, together with increased and more flexible civilian participation in the recommended new Initial and Advanced Command and Staff training.
 - f. Promotion of flexible access for all to training in a form that suits individual needs both inside and outside the workplace and a new push to encourage lifelong learning with a hard

target of doubling the take-up of existing provision for Adult Further Education and external training and with the aim of ensuring broad coverage across the Department by working in partnership with the Trades Unions.

Supporting Essay Five

Flying Training Study

>>> Introduction

1. The establishment of the Joint Elementary Flying Training School and the Defence Helicopter Flying School following the Defence Costs Study has improved the delivery of flying training. But the formation of the Joint Helicopter Command and Joint Force Harrier following the Strategic Defence Review has created new training requirements. To maximise the operational and financial benefit of these joint structures we need to ensure we have the most effective training system to support them.
2. In view of the major current study into the longer term arrangements for the UK Military Flying Training System, our work focussed on those areas of flying training where improvements are required now. We concentrated particularly on the changes needed to meet the requirements of the joint operating environment, and where pragmatic implementation would be consistent with the aims of the longer term work.

>>> The Requirement and Key Proposals

3. The new joint organisations require standard operating procedures and agreed output standards that will need to be underpinned by joint training. However, there are substantial variations in both the input and output standards between the various stages of rotary wing training. Early agreement of common standards is essential if they are to operate most effectively.
4. The Joint Elementary Flying Training School was established as a joint organisation to provide common elementary flying training. In practice, the system is not as common or joint as it could be. This is due to several factors, including retention of the mainly RAF command arrangements; we also found a lack of military ethos in the training environment. These factors reduce the effectiveness of the joint training environment at this important stage of flying training. We considered whether there would be advantage in developing further joint training to meet the changing requirements of defence. We concluded that:

▲ **Whilst retaining the RAF as the lead service, in order to promote an effective joint structure and help define and set common standards a more joint approach is required to the manning of command and staff appointments.**

▲ **In order to improve the military environment at the Joint Elementary Flying Training School, the Service flying instructors should be re-tasked to command appointments.**

5. The Defence Helicopter Flying School has proved a successful example of joint training, particularly in its joint command structure and balance of military and civilian personnel. We looked at the opportunities for building on this success and developing the organisation even further. There are two particular areas of concern; firstly over the substantial single Service element to training within the Defence School, and, secondly, over a lack of agreed output standards. In order to achieve value for money and promote joint training at the Defence Helicopter Flying School, we propose:
- ▲ **To download more training from the single Service environments onto the cheaper Squirrel aircraft already operated at the School.**

 - ▲ **To increase joint training and help improve output standards through introduction of a more common syllabus.**

 - ▲ **To centralise all Squirrel operations at the Defence Helicopter Flying School at Shawbury by relocating current Army Squirrel aircraft operations from Middle Wallop.**

This work will be validated by a full Training Needs Analysis and Investment Appraisal.

6. Finally, the Commander Joint Helicopter Command is concerned with the interface between his command and Army Air Corps training. Since its creation, the Joint Helicopter Command has commanded Royal Naval and RAF support helicopter forces, including the operational training elements, but not equivalent Army training assets. We will improve the interface in line with the other Services, by integrating more closely the flying training output of the Army Air Corps with the needs of the Joint Helicopter Command.
7. Overall, this package provides an important number of improvements to flying training in the short term, particularly our intention to increase, where sensible, the level of joint training. It will also help to ensure that the longer-term study into flying training will be able to build on strong foundations.

Supporting Essays Six

Acquisition Training

“Smart Training for Smart Acquisition”

>>> Introduction

1. Smart Procurement was a key initiative of the Strategic Defence Review, with the core objective of improving equipment procurement processes by the introduction of through-life integrated project teams, bringing together all the acquisition stakeholders and involving industry increasingly as a partner. The initiative required the establishment of a clear customer focus for equipment capability within MOD and an enhanced customer role for the Services, as the end users of in-service equipment capability. ‘Smart Acquisition’ is a development of this initiative, strengthening and sustaining the application of the principles throughout the acquisition process.
2. Our work on acquisition considered how the defence-wide demand for training in acquisition, required to support the Smart Procurement Initiative, should be met, managed and delivered. This work was completed ahead of our other workstrands to meet the urgent need to provide acquisition with an overarching training strategy and to sustain the Smart Procurement Initiative under its new banner of ‘Smart Acquisition’. Some early work has been initiated and an Acquisition Training Cell is being formed to address this need, reflecting the dynamic nature of this area of our Review.

>>> The Need for Change

3. The new acquisition business environment is characterised by flatter hierarchies, distinct authority and responsibility, and multi-disciplined Integrated Project Teams providing seamless support from concept, through equipment procurement and in-service support to final disposal. This holistic approach requires individuals to develop different team behaviour, based on a greater awareness of other specialisations and processes. At an executive level, there is a demand for strong leadership to bring such teams together, and we should expect increased mobility across business area boundaries with open competition for key positions that need a broader range of experience and skills. At all levels, career paths will be less prescriptive, requiring a greater effort in personal development planning. To take full advantage of Smart Procurement Initiative opportunities, leaders will need access to the best MOD and commercial practice, and will need the competences, management tools and support structures to develop and implement innovative solutions.
4. However, we found that, in the wake of Smart Procurement Initiative implementation, training has not adapted quickly enough to keep pace with the rate of change in other business areas. Whilst many training initiatives have been very effective, others are clearly temporary, transitional solutions. Moreover, during interviews, it became apparent that the

scale of change has left many civilian personnel unsure of the support available to them and confused about their future career paths. Yet they saw opportunities in the new business environment and sought ways of fulfilling the expectations that the change process had generated. This points to a need for more active career guidance and support, aiding individual development and progression against a competence framework and available to all acquisition stream members.

5. We concluded that the acquisition community urgently requires a coherent training strategy that meets the needs of new working models. Such a reorientation of training delivery will be crucial to sustaining the momentum of change across acquisition, and will provide a powerful tool in achieving an increased level of partnership with industry and our collaborative partners overseas. A common approach to acquisition training will provide a powerful 'corporate glue', bringing these different parties together to share an understanding of acquisition processes and to achieve a seamless transition from concept, through equipment procurement and in-service support to disposal. It will also equip personnel to contribute fully in the very different business environment that the Smart Procurement Initiative has created.
6. Our studies examined the status, concerns and major demands of the three principal customers for defence acquisition training:

a. Defence Procurement Agency

With 4,350 staff, based at Abbey Wood, the Defence Procurement Agency has been at the forefront of the changes stemming from the Smart Procurement Initiative. Training has formed a key component of that change process, raising expectations of 'more to follow', but activity has been focused initially on the 78 Integrated Project Teams. Future training must match the full range of emerging requirements, including the activities of support groups, while acting to sustain Smart Acquisition and reacting to future change as it occurs. While the new business environment has largely removed separate specialist divisions, most Defence Procurement Agency civilian personnel are recruited and developed initially to meet specific professional needs, particularly the demand for project managers, engineers, finance and contracts staff. Achieving agency requirements for unusual specialists (e.g. nuclear or explosive engineers) may require specific, in-house training and retention initiatives.

b. Defence Logistics Organisation

The Defence Logistics Organisation is a very large and diverse organisation including 10 agencies and with units based at 80 major locations. Of the 42,000 staff, 75% are civilian and the rest military. Some 7000 staff are employed within 51 Integrated Project Teams and play a pivotal role in delivering faster and more effective logistics support. The Defence Logistics Organisation presents a different overall training challenge from the Defence Procurement Agency, yet with much common ground in acquisition management. Managers, Integrated Project Team Leaders and members in particular need training that ensures they are kept abreast of the very best commercial logistic and business practices, while encouraging good problem analysis and innovative solution finding.

c. Equipment Capability Customer

The Equipment Capability Customer in the MOD shares many of the characteristics common to other areas of acquisition. It has also formed multi-skilled teams from previously

separate divisions, creating a need for strong leadership, team behaviours and innovative problem-solving. Initial experience has firmly demonstrated the considerable advantages of establishing early links between the Equipment Capability Customer's Directors of Equipment Capability and the Integrated Project Team Leaders as key acquisition leaders, by exploiting opportunities for common training. Yet there are, again, major differences. For the majority of its 540 staff, this MOD Centre appointment is one step on a broader career path, managed and undertaken outside the Equipment Capability Customer area. To achieve its objectives, the Equipment Capability Customer needs individuals with operational experience and knowledge of military application, together with the financial, scientific and public service staffing skills necessary to construct, scrutinise, manage and present a balanced, coherent and affordable equipment and applied research programme. Collectively, their overall focus must be on defining and programming equipment capability, acting as a strong and visible customer for Integrated Project Teams, rather than on project management.

7. Our work demonstrated that, while the acquisition community requires strong linkages and a common understanding in order to work together and support seamless transition by means of through-life Integrated Project Teams, the main business areas are fundamentally different in size, substance and structure. A coherent acquisition training strategy needs to recognise this.
8. Our study also examined the wider requirement for specific acquisition training elsewhere in MOD, the single Services and the Defence Evaluation & Research Agency. Externally, we examined the training requirements of the defence industry and of our multinational procurement partners. Although focused on the immediate requirement, our proposed training solution is intended to be robust enough to cope with future changes in acquisition structure or processes.

>>> The New Requirement

9. From our analysis of the acquisition community and other users of acquisition training, we developed the following key principles to be met by a successful defence acquisition training structure:
 - a. **Training to prepare the individual for the working environment.** Induction or prior career training should set individual contribution within a fuller awareness of the structure and processes of the immediate team, business area, the acquisition community and UK defence as a whole.
 - b. **Training to be shared where it is common.** To remove duplication and to provide linkages and common understanding across defence acquisition and the wider defence community. To wire together external training initiatives in order to use MOD's full weight and expertise in the training and education marketplace.
 - c. **Training that is responsive to Business Area Demands.** A structure that reflects the distinction between the business sponsor, responsible for setting the requirement for training, and the provider of that training, and which establishes a sharply defined relationship between the final customer and the supplier of training. In turn, a structure which does not undermine the individual business area's ability to train staff to meet their declared targets

and objectives, or to change priorities quickly to react to new demands, technologies or business needs. Training that can be tuned to the business area's distinct role.

- d.* **Externally provided training of 'First Choice'.** Where it is most effective to deliver training in a common or shared manner from outside the immediate business area (within or outside MOD), the solution must represent a demonstrable advantage and the business area must remain an empowered customer.
- e.* **Training that invests in the individual.** Training to improve future employability either within or outside the business area. Opportunities for development to maximise individual potential and delivered to match career progression. Career development to recognise and bring on talent and to assist the individual in personal development and career planning.
- f.* **Leadership and Management training to match the new business environment.** Opportunities to equip leaders in the new structures with the management tools to test boundaries, seek innovative solutions and develop the leadership skills to take them forward.
- g.* **Training provision that is comprehensive, responsive and visible to a wide range of potential customers.** Open access to a range of training that meets the needs of all customers for defence acquisition training.
- h.* **Training as an engine for change.** Following the large scale redevelopment of acquisition management and organisation and in the normal state of continuous change that will follow, it will be essential to ensure that all acquisition training, wherever it may be delivered, continues to support and sustain a common interpretation of acquisition policy.
- i.* **Training which is co-ordinated across the Acquisition Community.** Each of these principles will require some element of central co-ordination, particularly as Smart Acquisition develops and as new changes occur in policy, doctrine and process.

>>> Making Acquisition Training SMART

10. To balance the differing demands of acquisition business areas with the need for integration and the requirement to serve other users, we propose a federated approach to the delivery of acquisition training. Specifically:

- ▲ Where functional training is **discrete** and unique to a business area, it will continue to be provided by that business area but will be made visible to other users of acquisition training.
- ▲ Where functional training is common to more than one business area it will be **shared**, with one business area providing the lead on a rationalised basis. Development of training modules will be undertaken by a specialist training provider, responding to requirements set by a separate business Sponsor. Delivery will occur when and wherever necessary, drawing upon this common module.

- ▲ Where training and development supports corporate needs, such as management and leadership training, it will be provided corporately to a common framework.
-

11. To provide visibility, a single focus and co-ordination for acquisition training, an **Acquisition Training Cell** is being established following the appointment of a team leader last November. As an element of the new Defence Training and Education Organisation, the cell will be based in London and alongside the Acquisition Management Cell in Bath. The current Integrated Project Team Leader and Smart Acquisition awareness training function will be transferred from the Acquisition Management Cell. The Acquisition Training Cell will produce an Acquisition Training Policy and Strategy, and communicate the availability of acquisition training using an intranet/internet based Acquisition Training and Development Directory. It will also provide a point of advice to external personnel managers in matching potential candidates' competences to the stated requirements of acquisition posts. In effect, the cell will act as a 'one-stop' training shop for all users of acquisition training, both within and outside government, operating as a broker to match training provision to new demands. The cell will be responsible to the proposed Director General Training and Education, while also reporting and being accountable for meeting its requirements to an Acquisition Training Customer Board, comprising representatives of business sponsors, training providers and all customers for acquisition training.
12. The acquisition community will continue to develop a competence framework for setting the requirements for posts in acquisition and to allow individuals, together with line managers, to develop appropriate personal development plans to meet future ambitions and business requirements. Acquisition business areas will also encourage and support appropriate professional qualifications and seek accreditation of MOD training wherever the demands of business and the individual coincide.
13. At the more junior levels, personnel development opportunities will be better defined and made more widely available, reaching beyond currently limited schemes to prepare all participants for the challenges of the new business environment. Leadership and management training will be made generally available, to provide junior staff with necessary skills, and to provide a broader base for the selection and development of future leaders in acquisition.
14. As careers progress toward more senior levels, those with identifiable leadership and management potential reach a common 'break point' where a more dynamic development intervention is needed to prepare them for future employment as a leader in acquisition. Preparation for this 'break point' requires an educational response rather than further training, preparing for uncertainty rather than conveying knowledge to meet a known setting. This will be achieved through an **Acquisition Diploma**. Such a course could comprise the following elements:
 - a. A broader awareness of UK defence acquisition structures and processes and comparable practices in other similar organisations (commercial and foreign), including defence finance and commercial practice, procurement methods and logistic support.
 - b. An introduction to the value and application of a range of management tools, such as project

management, risk management, solution finding and business acumen, together with opportunities to discuss and develop leadership skills in the acquisition context. This should include insights into a broad range of examples within and beyond defence.

- c. An elective element of two subjects based upon the individual's future employment and a range of wider issues (selected from topics such as change management, information systems management, multinational collaboration, equipment management, capability analysis, requirements capture etc.).
15. The course will meet defence business needs by developing the individual's ability to contribute in a broader, more innovative manner. It will also provide an invaluable support structure through continued access to a broader range of perspectives and alumni contact with colleagues throughout the acquisition community and beyond. Award of the diploma will be recognised as a key career milestone, enhancing future employability. The course will be open to any potential leader in the defence acquisition community, including civilians, Service, industry and personnel from overseas, and has the potential to form a component of a number of Service career courses.
16. It is likely that there will continue to be an increasingly multinational setting for defence acquisition. This will occur not only because of continuing Government efforts to benefit from collaboration but because European defence industry itself will become increasingly international, drawing upon a range of contributors across the continent and beyond. We will prepare for this challenge by raising awareness of other countries' acquisition policies, structures and processes, as well as encouraging language training. We therefore also envisage a multinational element or module within the Acquisition Diploma.
17. Industrial participation in acquisition training will be vigorously encouraged, to help promote the joint MOD-Industry partnership, as a key feature of Smart Acquisition. The acquisition community will seek every opportunity to engage industry and other external bodies (such as New DERA) in acquisition training, including the exploration of reciprocal arrangements to access high quality training wherever it can be provided most cost effectively.
18. Crucial to success of all these initiatives will be the commitment of top management and an enhanced role for Line Managers, who will need to be recognised and rewarded for identifying and developing talent within their teams. Overall, Line Managers need to play a much more active role in supporting individual training and development. This will be essential if MOD is to recruit, retain and encourage personnel of the quality necessary to make 'Smart Acquisition' work.

>>> [Summary and Conclusions](#)

19. Our key proposals are:
 - a. To adopt a federated approach to the delivery of acquisition training with **Discrete** functional training being provided by specific acquisition business areas, **Shared** functional training provided by lead acquisition business areas, and **Corporate** training by a corporate training organisation.

- b.* To complete the establishment of an **Acquisition Training Cell** to co-ordinate acquisition training. The cell will produce an Acquisition Training Policy and Strategy and an Acquisition Training and Development Directory. In general it will act as a 'one-stop' training shop for all users of acquisition training operating as a broker to match training provision to new demands.
- c.* The acquisition community will continue to develop acquisition competences, support the use of appropriate professional qualifications and the accreditation of training.
- d.* The acquisition community will seek every opportunity to engage industry and other external bodies (such as New DERA) in acquisition training and increase the level of multinational training.
- e.* The acquisition community will make leadership and management training more generally available to junior staff.
- f.* The Acquisition Training Cell will develop an Acquisition Diploma course within the Defence Academy context for civilian, military and industry staff with identifiable leadership and management potential. This course may form part of Service career courses and will be formally accredited.

Supporting Essay Seven

Education for Defence

‘Education prepares us to cope with uncertainty’.

Professor Ian Angell
CIPD Conference, 26 October 2000

>>> The Defence Requirement For Education

1. Education and training are inextricably linked and complementary aspects of the learning process. The purpose of education in MOD and the Armed Forces is to develop individuals' intellectual potential, attitudes and knowledge to enable them, with appropriate training, to contribute effectively to the Defence Mission. MOD's commitment to provide education to Service and civilian personnel, and thereby create transferable skills which may be relevant to future employment, helps to boost recruitment and retention, as well as improving resettlement of Service personnel. Education also contributes directly to operational effectiveness.

An Education Policy for Defence

We need a common education policy for defence to promote common educational opportunities for all personnel, Service or civilian, irrespective of location. Our aim is to provide opportunities for learning which enable Service personnel and civilians to maximise operational effectiveness and develop their careers in defence and skills for life through career and personal development. The guiding principles upon which the Services and MOD civil service will base their future delivery of education are set out below:

- ▲ Where there are common needs, education provision should be integrated between the Services, between the Services and MOD civilians and between the defence community and the wider community it serves.
- ▲ All education, whether for career or personal development, should be aligned to operational, business or organisational needs and to wider Government policies.
- ▲ The Services and MOD civil service should maintain formal Statements of Requirement for education or an equivalent.
- ▲ Service and civilian education must be responsive to changes in education policy, doctrine, technology, and personnel strategies, and be conducted in support of the principles of Investors in People or other adopted quality management systems.

- ▲ All leaders and managers should be responsible for developing education opportunities and encourage the education and personal development of their staff.

- ▲ Individuals should be responsible for managing their own personal development and for seeking opportunities for their career development and lifelong learning.

- ▲ Representation should be sought on local and national bodies involved in educational policy development to ensure that the Department responds in a timely manner to change.

- ▲ Wherever practicable, courses, facilities and advice should be joint between the Services, and with the MOD civil service, and shared where the content and curriculum are common or information is generic.

- ▲ Education should underpin career development and personal development according to Service and MOD civilian needs. It should be compatible with the principles of “Learning to Succeed” as described by the Department for Education and Employment in England and the equivalent agencies in other parts of the UK.

- ▲ All personnel¹ should have access to lifelong learning opportunities to complement individual training and for personal development.

- ▲ The learning of languages for operational and business needs must be encouraged.

- ▲ Individual education provision will be available for reservists whilst on Full Time Reserve Service in a similar way as for regular service personnel. Those on a lesser engagement will be eligible on a pro rata basis where practical.

- ▲ All personnel will be eligible for educational funding, time for study, and for obtaining advice and mentoring, in accordance with single Service and MOD civilian policies.

- ▲ All personnel should be encouraged to take advantage of any funding schemes either specific to the Department or general, to assist in their lifelong learning (eg. the Services scheme for Standard Learning Credits and for MOD civilians an equivalent chosen scheme.)

- ▲ All MOD personnel should have a sufficient understanding of the wider Defence context in order to carry out the tasks they are required to perform.

1 Including all Service personnel and MOD civilians, industrial and non-industrial, and reserve forces on Full Time Reserve Service.

- ▲ All career education should follow a systematic approach that ensures it meets business and career objectives, is effective and achieves value for money. Such provision should be subject to regular review and quality assurance.

- ▲ All career educational provision should be accredited either in whole or in part, to the maximum extent possible, in terms of recognised civilian qualifications.

- ▲ All education provision should aim to contribute to the National Learning Targets for England.

- ▲ All personnel should be encouraged to maintain a personal development record of their lifelong learning and establish plans for future personal development. Formal and informal career advice and appraisals should include consideration by leaders and managers of personal development needs and associated discussion with those being appraised.

- ▲ Education achievement should be recorded in annual appraisals and inform career progression.

>>> The Future Education Environment

2. We recruit in direct competition with other employers. Given future trends, the Services, especially the Army, are likely to have to accept increasing numbers of people who may be less suited to Service life. There is likely to be a growing requirement for basic skills provision. This will require appropriate resources and effort, and will have implications for the Services' initial training regimes. MOD civilian training is likely to be similarly affected. The future operational environment will require personnel to show initiative often at very low rank. This will require both a training and an educational response to equip them to cope with such demands.
3. The significance and momentum of major Government education initiatives makes it essential for MOD to have a more integrated and better informed system to manage education and work with the Department for Education and Employment and other national bodies. The shift towards a more 'Active Learner', who takes responsibility for his or her own education and personal development, is likely to increase demands on MOD for policy, funding and manpower to meet its legal obligations as an employer. If MOD is to be an employer of first choice, we will need to establish the necessary expertise and provide the resources to meet such demands.
4. Given the increasing complexity and diversity of educational provision in a rapidly expanding commercial and tertiary education market, the cost-effectiveness of future MOD outsourcing of such provision will depend on a coherent quality assurance system. MOD needs to adopt a more coordinated approach if it is to use its potential bargaining power to take advantage of economies of scale, particularly in accreditation, where the total costs across

MOD could be substantial. The Department must also be responsive to the growing power of the National Training Organisations and the arrival of the new Learning Skills Councils if it is to secure appropriate funding.

>>> Current Defence Education Provision

5. There are both similarities and differences in the approach to education by each Service and the MOD civil service. While the Royal Navy and Army identify education as a distinct function, the RAF and MOD civil service tend not to differentiate between education and training. Education criteria are distinctly different at recruitment. The RAF, MOD civil service (except at Industrial Grade), and to a lesser extent the Royal Navy, normally recruit individuals with at least GCSE/Key Skills qualifications. The Army recruits large numbers at basic skills level or below.
6. The Royal Navy has long recognised the need for career-long education and personal development. The emphasis is on education ashore, with the majority of personnel at sea served either by distance learning or ad hoc arrangements utilising whatever on-board expertise is available. In contrast, the Royal Marines attach an education officer to each front line unit, following completion of the All Arms Commando Course, to be responsible for the provision of education, resettlement and other operational duties whilst deployed. Education provision to ships and submarines will be improved by redeploying education officers on board major warships, or groups of ships, according to need.
7. As the Army recruits large numbers of individuals with few or no formal qualifications, it needs a specialist educational and training services branch. Not only does the Army need to address basic skills deficiencies, it also needs a developmental education programme to meet the increasing intellectual demands of land warfare, especially information warfare, and a flexible and responsive education provision to meet its deployment patterns. The Army finds it cost-effective to have a specialist branch with readily available expertise to deliver education provision under the regimental/corps system, and we concluded that this system should continue. However, some soldiers do not, or are unable to, take advantage of the Army's system of distributed learning through Army Education Centres. Some education specialists will therefore be re-deployed to frontline units where the need is greatest. The education inspectorate role of the Directorate of Educational and Training Services (Army) will be enhanced to ensure best use is made of publicly funded Further Education and that all in-house and out-sourced education provision meets best practice.
8. RAF education provision underpins professional development, both general service and specialist, and personal improvement. Formal learning is developed to meet organisational needs, using the Systems Approach to Training, and is concentrated on the higher cognitive skills required in airmanship, the employment of air power and associated technical expertise. Work is currently underway on Key Skills, Modern Apprenticeships and the In-Service Degree Scheme. Under the 'Learning Forces' initiative, the RAF has improved provision for personal development, and enhanced its Learning Centres. We concluded that the RAF has adequate resources to meet current policy needs.
9. Because the MOD civil service does not differentiate between training and education, our proposals for civilian education are addressed in *Supporting Essay Four*.

>>> Organisation

10. MOD's lack of a central education focus makes it difficult for both external and internal agencies to obtain a co-ordinated and coherent response on educational matters. As a result, MOD fails to apply its considerable potential influence on the changing educational scene. The new Director General Training and Education Organisation (*see paragraphs 84-89 of the main report*) will include staff with sufficient qualifications, experience and status to set and co-ordinate education policy and provide a focus for the co-ordination of provision. However, given the Services' and MOD civil service's distinctly different cultures, operational and business needs, as well as their different terms of service and working conditions, we concluded that they should continue to have their own specialist organisations for education delivery.
11. The new Director General Training and Education Organisation will be responsible for auditing the systems for quality assurance of education provision, thereby ensuring a systematic, MOD-wide, approach. This will be vital for gaining and maintaining accreditation where public funding requirements require inspection to external and national standards. The audit function will enable the exchange of best practice across MOD and initiate appropriate research and study. We will appoint an Auditor of Education to audit education provision.

>>> Accreditation

12. To help achieve its recruiting and retention objectives, MOD must be seen as an employer of first choice. It is important that the skills we provide are, as far as possible, relevant to and recognised in civilian life. Accreditation accords with Government policy on lifelong learning and contributes to compliance with Investors in People. The current piecemeal approach by the Services and MOD civil service has not made best use of resources. Nor does it facilitate the progressive approach to accreditation which we favour, enabling individuals to build up credits as they progress through their careers. We will therefore establish a Defence Accreditation Cell within the new Director General Training and Education Organisation to set policy for and co-ordinate accreditation. One of its tasks will be to ensure a co-ordinated approach to the market place when different parts of MOD seek to accredit similar education or training. The Cell will be supported by a Defence Accreditation Board, with membership drawn from senior civilian and Service personnel and representatives from selected awarding bodies, Further Education Institutes and Higher Education Institutions and industry.

Supporting Essay Eight

Defence Leadership Centre

>>> The Leadership Challenge

1. Since the end of the Cold War there has been an increase in the tempo and range of UK operations, from medium scale warfare to peace enforcing and peacekeeping. The success of recent operations shows that MOD has risen to this challenge and that operational leadership skills – and those required in crisis management – are, generally, in excellent shape (specific gaps at one star level and above are addressed in the Box on the Joint Training For Operations Centre at **page 15** of the **main report**). These operational leadership skills are amongst the Armed Forces' most valuable assets, and they are acknowledged as being amongst the best world-wide.
2. However, the requirement for good leadership is not confined to operations or crisis management. It applies equally to day-to-day business and to the corporate/strategic management of the Department, where the circumstances are different and, increasingly, new challenges are faced.
3. The extensive re-organisation following the Strategic Defence Review is bringing about a profound change in MOD's culture. The need to re-orientate top-level strategic management and leadership led to the development of the Defence Management Board. The pressures of organisational change, limited resources and increased accountability have placed new demands on MOD leaders, as has the challenge of leading a more diverse workforce. Furthermore, the formation of multi-disciplined teams and Integrated Project Teams, drawn from all three Services, the Civil Service and civilian contractors, has brought a new dimension to the leadership challenge. Individuals bring with them different knowledge, skills, expectations and loyalties. Leading groups of such diversity requires leadership skills of the highest order. Our work on acquisition training identified the need for more to be done to prepare people to operate to their maximum potential in this new environment, including the requirement to provide training for senior officers and officials in management and leadership.
4. The need to improve leadership in Government was underlined by the Prime Minister's Modernising Government initiative. Similar challenges are also faced by private sector organisations, which are seeking new or improved models for the development of leaders and the effective exercise of leadership skills. We need to ensure that, in common with other Government Departments and Agencies, we meet the demand for improved leadership skills and respond positively to this initiative.

>>> Defence Leadership Training

5. Each of the Services and the MOD civil service and, in some cases, different organisations within these larger bodies currently determine their requirements for leadership training independently. This reflects differences in their requirements, and leadership training has evolved over time to meet those requirements. The lack of a defence-wide focus for leadership training can lead to inefficiencies. It is common, for example, for different organisations to make uncoordinated approaches to the same external leadership training providers, when a better deal could be struck by a coordinated approach across the Department.
6. We need to identify and promulgate good practice. There are also areas where a central focus for leadership policy is required, such as the accreditation of leadership training and research into leadership development. At present, the only MOD scheme that supports the joint leadership development needs of civilian, military and industry staff is the Acquisition Leadership Development Scheme, launched in April 2000. Although this scheme is focussed on procurement, the principle has wider applicability across the Department.
7. In the light of the new and wide-ranging challenges facing the MOD, we concluded that there is a need to provide better organised and more focused through-career opportunities to develop leadership skills beyond the operational area. There is also a need to refresh senior staff in the business leadership skills required at the corporate/strategic level. Currently, there is no corporate training programme or strategy on how best to meet these needs. Within the public sector, in direct response to the Modernising Government initiative, many departments, agencies and organisations have either developed or are developing leadership programmes for their staff.
9. In constructing a programme to meet our requirements we need to examine best practice elsewhere and relate this to our own leadership model. Private sector companies have found clear strategic benefit in providing a structured approach to the development of their senior executives.
10. Many organisations, in both the public and private sectors, wish to learn from our operational leadership skills as they address their own leadership challenges. They are also keen to co-operate with us in the development of leadership education programmes to meet day-to-day business and strategic/corporate needs. The thrust of the Modernising Government initiative is that our skills should be made available as a resource for the Government and the UK as a whole. As there is no focal point for external organisations to turn to, we have not fully capitalised on this opportunity. The creation of such a focal point would also enable the Department to maintain an up-to-date knowledge base of developments in leadership theory, best practice and available training; and to secure better value for money from external training providers.

>>> The Way Ahead

11. We have concluded that there is a need to:
- ▲ provide timely through-career exposure, particularly for those likely to reach the corporate/strategic level, to a more focused and coherent approach to relevant business leadership education and training opportunities;

 - ▲ develop leadership skills through a more systematic approach to career postings, challenging assignments and short-term attachments to the private sector;

 - ▲ provide leadership development for senior staff (Service and civilian) to meet the new leadership challenges faced in day-to-day business and strategic/corporate management;

 - ▲ provide a framework for the development of common leadership policies, models and strategies; identify and promulgate best practice; and through research, build and maintain a reservoir of knowledge on leadership;

 - ▲ provide a first point of contact for external organisations, within and outside the UK, seeking either to learn from the MOD and the Armed Forces, where we are an acknowledged source of best practice, or to work in partnership with us in the development of programmes.

12. To meet these objectives we propose that a small Defence Leadership Centre should be established. Our aim is to develop an organisation which will be recognised as a centre of national excellence.

Training Required

13. Following extensive internal and external consultation, it is clear that the training requirement covers a number of key issues. For example, we must equip our people with the necessary skills to lead a diverse workforce in an ever-changing high pressure environment. We need to recognise and accept that change is a continuing process, and that we must motivate and inspire staff, military and civilian, at all levels. At the most senior levels, we must enable our staff to focus more on strategic direction, rather than process. To carry this through we need to develop a clearer corporate vision and to communicate that vision and sense of direction throughout the Department. We also need to focus on shared values and organisational behaviour; and to improve internal and external presentation of the Department and its policies. The Defence Management Board's recent work on setting out their corporate vision, values and communication strategy is an important step in this process.

Objectives and Tasks

14. In addition to the tasks identified above (*paragraph 11*), the Defence Leadership Centre, drawing on best practice, will identify specific sources of training to meet our ever-changing needs. This could be achieved in a number of ways. The most relevant approach, bearing in

mind the pressures on individuals, would be a short leadership core programme, aimed primarily at those promoted to the Senior Civil Service or first appointed to a non-operational post at one-star level or above. The core programme, designed to meet our specific needs, would be based on contributions from a range of external providers. It would, however, be essential for senior defence staff to contribute. It could be made available to those outside defence. The Defence Leadership Centre should also investigate the possibility of introducing executive coaching for our more senior staff.

15. A range of external modules to meet specific individual or corporate requirements will support the core programme. These modules, delivered by external providers, would also help to keep our people up-to-date with developments elsewhere and enable them to meet and learn with their external counterparts. The Defence Leadership Centre will also be in a position to organise the design of modules to meet specific requirements where the demand was sufficiently high.
16. To widen the availability of opportunities to develop leadership skills below the top structure, and to provide leadership development throughout a career, leadership modules could be introduced into a number of existing courses or, where they already exist, expanded. The Defence Leadership Centre will also develop its own web site, thus making information widely available, both within and outside the department.

Location, Staffing and Costs

17. The Defence Leadership Centre will be a small organisation of about ten staff, civilian and military, within the Defence Academy. Placing the Centre within the Academy will provide the basis for a more coherent approach to the development of leadership skills across the defence community. The Defence Leadership Centre will also benefit from the synergy of this larger grouping and, in particular, the management activities of the Royal Military College of Science.

Reporting Chain and Links

18. The Head of the Defence Leadership Centre will report to the Head of the Defence Academy. Through management and customer/advisory boards the Centre will remain in close touch with all areas of the Department. It will also, with the inclusion of external academic and business members on the customer/advisory board, keep in touch with external thinking and developments.

Supporting Essay Nine

Defence Academy

>>> Introduction

1. An increasing proportion of those joining the Services – including some 80% of direct entrant officers – are graduates. For these individuals, and for graduates within the MOD civil service, the focus of their continuing education will be at the postgraduate level. The provision of postgraduate education needs to be supported by academic research of benefit to UK defence needs. The Department will seek to identify the most cost-effective arrangements for the delivery of postgraduate education, whether internal or external. There are, however, some core areas where MOD must retain its own high quality capability. Within these areas, we have concluded that there is a need to improve coherence and cost-effectiveness by the creation of a Defence Academy which, in the words of the independent academic audit we sponsored of the Royal Military College of Science, could be developed as a “powerhouse of defence intellect and knowledge”. The focus of the Academy would be in those core areas of defence where MOD needs to excel and where it cannot depend on other institutions.

>>> Concept

2. Three major MOD institutions currently provide postgraduate education in the Defence field:
 - ▲ **the Joint Services Command and Staff College is responsible for Command and Staff training;**

 - ▲ **the Royal Military College of Science provides postgraduate education in science and technology, management, relevant aspects of acquisition and logistics and global security; and**

 - ▲ **the Royal College of Defence Studies prepares senior staff for responsibilities in the higher direction of Defence, security and related areas of public policy.**

In addition, the **Conflict Studies Research Centre** conducts academic research on the former Soviet Union and Eastern Europe. *Paragraphs 36 and 54* of the *main report* set out our proposals for a Joint Services Warrant Officers’ School and a Defence Leadership Centre.

3. We believe there would be significant benefits in bringing these organisations together within a single management and budgetary structure. This would:
 - ▲ **provide a more coherent and responsive educational output;**

- ▲ facilitate innovation and spread best practice;

- ▲ obtain greater benefit from the capacity within these organisations to carry out research of benefit to UK Defence;

- ▲ achieve greater influence on national and international thinking on Defence issues, by creating a centre of excellence; and

- ▲ increase efficiency and cost-effectiveness.

4. The new organisation will be known as the Defence Academy of the United Kingdom. Its centre of gravity will be at Shrivenham, where the Joint Services Command and Staff College and Royal Military College of Science are already based, although the Royal College of Defence Studies would remain in London. Its main aim will be:

“To be a national and international centre of excellence, providing military and civilian personnel with high quality education, primarily at postgraduate level, and carrying out academic research, in fields related to Defence.”

>>> Outer Circle

5. There are a number of other organisations which, while remaining outside the management and budgetary structure of the Academy, will be affiliated to it to make the most of potential synergies. These will form an “outer circle” beyond the core Academy. They include: the Joint Doctrine and Concepts Centre; the Joint Training for Operations Centre; the Armed Forces Chaplaincy Centre; the Defence Science and Technology Laboratory; and the Army’s Director General of Doctrine and Development. Outer circle relationships will include: contributing speakers to the Academy’s courses; drawing upon the expertise of its academic staff; sharing assets such as research laboratories or simulation facilities; and increased interaction, co-operation and, where appropriate, co-ordination in areas of common interest.

>>> Central Functions

6. Functions will be exercised centrally: where they relate to the Academy as a whole rather than its component parts; where there are opportunities to improve efficiency by removing unnecessary duplication; or where there are advantages in having a single focus, in terms of efficiency of operation or improving coherence across the Academy. The following functions fall within these criteria:

- ▲ strategic planning for the longer term future of the Academy and the Shrivenham site;

- ▲ policy on matters concerning the Academy as a whole;

- ▲ budget management – the Academy should fall within a single Basic Level Budget;

- ▲ management of contractual arrangements – in particular the letting of new contracts or changes to existing ones;

- ▲ administration (although the scope for centralising certain administrative functions in the short term is constrained by contractual arrangements, particularly at the Joint Services Command and Staff College);

- ▲ customer focus for academic research (which would coexist with existing research links);

- ▲ dealing with external organisations on matters relevant to the Academy as a whole.

The above functions would be carried out by a central organisation within the Academy, to which staff currently performing these tasks within the component organisations would transfer.

>>> Relationships within the core and the Outer Circle

7. The 3 existing Colleges will become teaching organisations within the Academy (with the Joint Services Warrant Officers' School closely linked to the Joint Services Command and Staff College) and would continue to be responsible to their customers, whilst reporting to the Head on Academy business. The Head of the Academy will be tasked to examine the scope for moving to a lead provider approach in areas where there is an overlap between the teaching outputs of the Colleges. Further work will be required on the role and status of the Conflict Studies Research Centre within the Academy; the possibility of bringing within a single leadership and management area the proposed Defence Leadership Centre and defence management and acquisition teaching at Royal Military College of Science; and the possibility of making the Academy an agency.
8. In order to realise the full benefits of the Academy, it will be necessary to pursue and develop synergies between organisations not only within its core, but also in the outer circle, and beyond. Overall responsibility for this process would fall to the Head of the Academy. The task of identifying and realising specific potential synergies would fall partly to the central organisation, and partly to the heads of the component Colleges, in areas appropriate to their teaching outputs.

>>> Top Management Structure

9. Realising the above concept will be a demanding task, requiring the appointment of a Head with the necessary ability and authority to create and lead a unified Defence Academy and deliver the intended benefits. The Head will be responsible for the Academy's collective performance, and in particular for ensuring the overall coherence of teaching and research activities, policy on issues affecting the Academy as a whole, strategic planning, and management of resources. The Head will also represent the Academy at the highest level, for example in developing links with comparable institutions in the UK and overseas. We intend that the first Head of the Academy be appointed as soon as possible.

>>> Shrivenham Site

10. The Shrivenham site has the potential capacity to accommodate additional occupants, both through the vacation of temporary premises currently occupied by the Joint Doctrine and Concepts Centre (which is moving to new accommodation also on-site) and the release of accommodation at Shrivenham when undergraduate education is phased out (see **paragraphs 60-63** of **main report**); and in the longer term, through new build on MOD-owned land on the site. The Conflict Studies Research Centre, together with the proposed Joint Services Warrant Officers' School and the Defence Leadership Centre, should be accommodated there. In the longer term there is a case for bringing one or more of the affiliates (see **paragraph 4** above) to the site. However, decisions on longer-term moves will need to be taken in slower time, taking into account planning and economic considerations as well as cost-effectiveness.

>>> Conclusion

11. The Defence Academy promises to create a whole which is more than the sum of its parts, delivering greater coherence and cost-effectiveness across the whole range of Defence postgraduate education. It will build upon the already fine reputation of its component organisations to create a national and international centre of excellence, at the cutting edge of thinking worldwide on Defence issues. Full realisation of these benefits will take time, but the process should begin as soon as possible. We propose that the first Head of the Academy should be appointed as soon as possible, with the transfer of budgets to a single Basic Level Budget being achieved by April 2002. The Head will need a small implementation team of 2-3 people to help establish the Academy. This team will be formed promptly and begin preliminary work before the Head is appointed.

Supporting Essay Ten

Exploiting the Information Age

>>> Skills for the Information Age

1. The information age provides significant opportunities and challenges for the MOD. But if MOD is to exploit these opportunities, personnel must have the appropriate skills and competences to utilise the new technologies to the full. We also see opportunities to use new technology to deliver training and education more effectively.
2. While we have made some progress in developing Communication and Information Systems (CIS) training, this is mostly for specialist training and is developed, procured and delivered on a single Service basis. There is currently no agreed defence-wide statement of the required competences, qualifications, career development and training, nor is there a defence-wide plan to ensure the accurate recording of skills achieved by individuals.
3. We examined a number of options for a more coherent approach to developing competences which would allow the Department to identify and meet its requirements while strengthening links with outside organisations. We concluded that the Skills For the Information Age competence-based framework, being developed by the e-skills National Training Organisation, and widely supported by industry and Government, would best meet these needs. The simplified diagram at Figure 1 shows the main elements of the competence framework. There are 7 levels of responsibility and accountability covering 6 competence areas.

Figure 1 SFIA Skills Framework

Level 7 – Set Strategy, inspire, mobilise

Level 6 – Initiate, influence

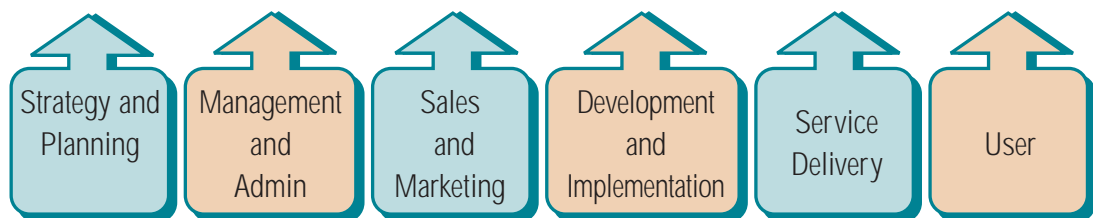
Level 5 – Ensure, advise

Level 4 – Enable

Level 3 – Apply

Level 2 – Assist

Level 1 – Follow



Skill Groupings

1 The Performance and Innovation Unit set the targets for IT literacy. (90% if all school leavers to NVQ Level 1 and 70% to Level 2 by 2002). The Qualification and Curriculum Authority advise that this will take some years to achieve.

The Framework gives a detailed description of the levels of responsibility. For instance, Level 1 “Follow” indicates that an individual is working within their department, under close supervision and with little discretion, using basic Information Systems functions and personal communications skills. Level 2 “Assist” requires an individual to work under routine supervision, using minor discretion in solving problems; they may influence their department and have some external contact with customers and suppliers and can understand and use appropriate methods and tools. Responsibility increases progressively in this way up the Framework to Level 7, where an individual’s decisions are critical to organisational success.

4. Further work will be required to develop the Framework with the e-skills National Training Organisation and industry to incorporate other functional areas, such as telecommunications. By aligning with this national, and increasingly international framework, we can also ensure accreditation and relevance of the skills our personnel acquire. Adopting the framework will require significant effort to map jobs and training to competences, but the potential long-term training benefits are considerable, particularly in providing a co-ordinated approach to meeting our training needs. The framework is also an essential building block to enable the proposed rationalisation of CIS training (*see Supporting Essay Eleven*).

Basic Skills

5. The Framework sets the competences required by both specialists and the wide reaching ‘user’ community in the information age. Although the Government has set national targets for the improvement of information and communications technology (ICT) literacy, this will take years to be realised, while MOD needs to meet its training requirements now.
6. The single Services and MOD civil service have each defined a requirement to set basic ICT skill levels. From our study of officer training, we plan to introduce a diagnostic ICT skills assessment which could take place during selection, with follow up advice to enable individuals to reach input standard prior to the start of initial training. This would allow ICT training during Initial Officer Training to concentrate on Service-specific requirements. We propose that access to ICT facilities should be expanded.
7. For sailors, soldiers and airmen, we found a gap in recruits’ ICT skills. This is exacerbated by the upper age limit for recruit training, which can mean that people begin training up to 10 years after leaving school and are therefore unlikely to have received any such skills, or have forgotten them. Basic ICT training will therefore be delivered during specialist training, but will continue to be given in the Army Junior Entry Colleges.
8. Training will be delivered using the European Computer Driving Licence (ECDL) modules, which is a European-wide standard for ICT skills training and testing and also provides the option of formal accreditation.

Officers. Officers should be ICT competent to User Level 2 on our Framework by the end of Initial Officer Training, but with no increase in course length.

Sailors/Soldiers/Airmen. Most need be competent to User Level 1 on our Framework and this extra IT training will increase Specialist training by about 2 days. Subject to the future success of IT training in schools, this requirement could reduce within the next 10 years.

MOD Civil Servants. All MOD civil servants, including Industrials, should be competent to at least User Level 1, with non-industrial staff competent to User Level 2 on entry, or by the time they complete their probationary period.

Existing Personnel. Mandating generic skill levels for existing personnel would have major resource implications. As a minimum, we believe they should have the opportunity to gain the competence levels described above. Future opportunities could be significantly increased through the enhanced infrastructure being developed within our e-learning work. More work is underway in this critical area, particularly linked to information management and e-commerce developments within MOD.

9. Delivery of generic skills training will be through Interactive Learning Centres and Facilities and ICT systems supporting training. Such facilities will be required specifically at Initial Officer Training Colleges and Specialist Training establishments, and would require some manpower support for instruction, management and maintenance. Our initial assessment is that although many ICT facilities are already in place, some may need upgrading, and there may be insufficient numbers, particularly for the many Army personnel requiring training.

Organisation And Management

10. To deliver a more coherent approach to CIS training, we propose to establish a defence-wide focus with sufficient authority to own and promote an MOD training strategy. Such a body could be located either within the Defence Academy (*paragraph 66-69 of main report*) or at the proposed Defence Communications and Information Systems School (*paragraph 80 of main report*). Its work will include the development and implementation of the Skills for the Information Age framework on which training requirements and course design should be based. It will set common training standards, and share best practice across defence. It will also co-ordinate the provision of common courseware for training, and establish mechanisms for the accurate recording, monitoring and evaluating of skills levels of MOD personnel.

Timescales

11. To address the current basic ICT skills gap and the rapid spread of CIS technology, our proposals need to be implemented as quickly as possible. We propose that the competence framework be adopted now, and that appropriate facilities to support the basic skills training be developed rapidly. The required enhancements will be taken forward in line with the development of facilities to support e-learning, as outlined at *paragraph 16c* below. These skills will enhance information capabilities across defence and also allow us to exploit e-learning to improve training.

>>> E-Learning Strategy

12. MOD has been slow to exploit new information technologies to support education and training across defence. Best practice elsewhere highlights the importance of e-learning to overall business strategies, enabling improved individual training and better returns for the organisation when applied in the appropriate context. NATO staffs and US, Canadian and Australian Armed Forces are all pursuing e-learning strategies to improve training delivery.
13. Our research showed that e-learning could provide better support to deployed operations, particularly refresher and more responsive training, to enhance operational effectiveness and

provide greater opportunities for career development. It should reduce residential training and time spent away from home and family and, in the longer-term, lead to savings in the numbers of training personnel and the amount of residential training accommodation required. It could also enhance the image of training within and outside MOD, with a consequent impact on recruiting and retention. E-learning has particular benefits for Reserves for whom training time is critical and whose regular attendance cannot be guaranteed.

Current Situation

14. Around 250 learning centres have been established in units at home and overseas delivering training in subject areas such as ICT skills and personal development. While some computer-based training in more specialist areas has also been developed and has produced good results, it is developed and delivered locally, and access to material is generally limited to the physical location, with little co-ordination and sharing of courseware.

Challenges

15. MOD faces a number of challenges in introducing e-learning. These include the design and procurement of suitable, cost-effective learning material, the requirement for specific IT skills to access such training, and the need, at least in the short term, for adequate tutorial support. Line managers must provide the necessary time for study and encourage staff to complete training. There will, however, always be constraints on how much e-learning can be undertaken by people on busy operational tours and in high pressure posts. Finally, MOD's requirement for data and systems security will need to be met.

Strategy

16. We propose to adopt a progressive strategy for defence-wide e-learning, including the Reserves, with rapid progress on implementation of a basic capability. To develop a strategy that is sufficiently robust and challenging to take learning in the MOD into the 21st century the following five key areas must be addressed concurrently:

a. Infrastructure – Communications

Our long-term goal is to exploit a joined up communications infrastructure which would allow training to be managed from a central source and distributed to many people, all receiving the same high standard of training where they need it. We propose a hybrid combination of CD-ROMs, electronic devices, Intranet(s) and Internet services. As the training organisations will not own the communications infrastructure, Intranet delivery will depend on that developed to meet MOD and other business needs, including the Defence Information Infrastructure as it is established. Training needs should nonetheless be an important factor in infrastructure development to create a network of access to e-learning. Our e-learning strategy should include the Reserves, and the feasibility of linking them within the Defence Information Infrastructure should be investigated.

b. Infrastructure – Management

In order to secure the benefits of a defence-wide strategy, the new Director General central Training and Education Organisation (*paragraph 84-89 of main report*) should set overall policy, share best practice and drive through the strategy, demonstrating ownership and building confidence in e-learning from senior management level down. We also propose the early development of a learning management system, including an electronic training library,

to support the management and administration of students and the e-learning material.

c. Facilities

MOD and Service personnel operate from a multitude of locations, at all hours of the day. A combination of fixed and deployable facilities will be required to give people access to training when and where they need it. Within the UK, studying will usually be best done in dedicated facilities with associated support. Defence-wide access to such facilities will require rationalisation and upgrading of existing facilities and an increase in overall numbers. A small audit team should be set up as soon as possible to assess the most cost-effective options for the management of the facilities, including outsourcing. We will also develop opportunities to access some learning in the workplace and from home, mess (including ships) or barracks.

For deployed operations, e-learning should focus on providing operational and refresher training to redress skill fade and enable the continuation of career training and personal development as the operational tempo allows. We propose to meet this by a combination of in-theatre systems and dedicated deployable training facilities. Some training needs will be met by a pool of individual facilities, such as laptops and electronic manuals. For extended operations, we propose that self-contained units such as generator-powered ISO containers, fitted with multimedia workstations, be deployed. Precise numbers, costs and deployment procedures will need to be defined.

d. Courseware

Research shows that it is not technology itself, but the learning context in which it is used that makes e-learning an effective training tool. Production of appropriate e-learning material integrated within an overall course will be key to success. To realise our progressive strategy we propose targets to convert 80% of appropriate specialist training courses, to include a minimum of 25% e-learning within 5 years. The same targets should be applied to any specialist training provided on a joint or defence basis and which may be rationalised under our other studies, albeit the timescales will be different. All pre-deployment and pre-joining courses should also include e-learning within 3 years. We propose that MOD develop its own capability for courseware provision, using agreed standards and templates. MOD should also develop partnering arrangements with other Government Departments, the private sector and other nations' armed forces to share the development of appropriate courseware. To help develop in-house expertise and refine our concepts and processes, we propose to launch a pilot project as a priority. We have selected the Nuclear, Biological and Chemical Defence Cell Controller's course as the pilot.

e. People And Culture Issues

E-learning can be tailored to meet individual learning style and pace, but more responsibility will be placed on individuals to manage their own learning activities. This can be helped by a combination of careful management and instructor support. E-learning will significantly increase opportunities for studying at home or away from traditional control and support mechanisms, which will require new procedures and line management support. However, e-learning is not a universal panacea and, given the critical human factors required in military training and operational constraints, must be carefully integrated within our whole training system. Guidance on e-learning will be issued to operational commanders and line managers, and support systems put in place, including addressing the changing role of the instructor or trainer.

17. By adopting a progressive approach to implementing this strategy, we will reduce the risks associated with investing heavily in an area where the technology and the methodology is still evolving rapidly.

>>> Synthetic Training

18. Synthetic Training systems are used by MOD and the single Services to varying degrees as a proven, cost-effective method for delivering training, but their current use for individual training is limited to specific courses and often restricted by physical access.
19. Given the diversity of operations and the increasing political, financial and environmental constraints placed upon training, there is growing recognition within the Department of the important role that Synthetic Training has to play in delivering highly effective and flexible training at less cost and risk than other forms of training. While live training will always be essential for military forces, Synthetic Training provides the opportunity to train and test an individual, using common information technologies, for the use or maintenance of equipment that would be too costly to buy for training purposes. In the longer-term, greater exploitation of Synthetic Training and the related improvements to training could allow for reductions in the procurement and update of defence equipment.

Challenges

20. There is currently no overall MOD policy on Synthetic Training and its role within training. To increase its use across defence will necessitate better co-ordination of requirements, procurement, development and management of synthetic training systems. Like e-learning, the technology is advancing rapidly and MOD must establish links between the training and acquisition communities and with industry. New technology offers the potential to deliver Synthetic Training across a much wider range of training, thus allowing it to be exploited more fully at the individual level and enabling individual training to be linked more effectively to team or collective training. We must work closely with the owners of current and future systems to ensure that the infrastructure will be capable of supporting delivery of both e-learning and more advanced Synthetic Training.

Way Ahead

21. To ensure more coherent provision of Synthetic Training, the new Director General Training and Education Organisation will include a focus for overall Synthetic Training policy. This will seek to increase visibility of Synthetic Training within the training community to ensure that it is given careful consideration alongside other potential training solutions. It will also establish close links with the acquisition community, principally through representation on the Synthetic Environments Capability Working Group to provide more coherent policy on the provision and use of Synthetic Training. Greater emphasis will be given to its use for individual training. Through this Working Group, we will also encourage greater coordination within the acquisition community itself to enable Synthetic Training to be developed, procured and maintained in a more coherent and cost-effective manner.

Conclusions

22. Taking forward the **Skills For the Information Age framework** and introducing basic skill levels will ensure that our people are better prepared to deal confidently with the increasingly challenging world of information, both at work and in their everyday lives, and to exploit the opportunities presented by e-learning. **E-learning** will lead to significant changes in the relationship between work and learning. Trainers and instructors will need to develop new skills and the strategy will require support from all levels of management. E-learning and **Synthetic Training** also offer significant opportunities to improve the effectiveness and availability of training, particularly in improving the links between individual and collective training. Their use is increasingly needed due to the cost, complexity and environmental impact of live training and, if applied in a coherent way together with e-learning, could enable the Department to reduce investment in real training equipment while improving training effectiveness.

Supporting Essay Eleven

Cost-Effective Training Delivery

1. With an annual resource bill of £4.2BN, it is essential to ensure that education and training is delivered as cost-effectively as possible. Otherwise we put at risk the sustainability of the very front-line capabilities it supports. Before our Review, the single Service training agencies already recognised, on the basis of previous studies, that their training base was too large and was unaffordable in the longer term. Our work confirmed their findings. The quality of some of the training infrastructure, in particular domestic facilities, is sub-standard and estate utilisation is inefficient. Site running costs typically represent about 40-50% of the total costs of a training establishment. A leaner training estate would bring recurring savings in overall support costs, release sites for disposal, thereby achieving sales receipts, and support the Department's rigorous programme for disposal of surplus assets under its wider Defence Estate strategy. In the light of this, we undertook a strategic study into the delivery arrangements for specialist training and its use of the associated training estate.

>>> Overall Assessment

2. Previous single Service work had indicated that there are areas of training which, if rationalised on a defence wide basis, could: provide potentially greater benefits in terms of operational capability, meet the requirements of joint deployments and joint force structures such as the Joint Helicopter Command and Joint Force Harrier, and improve training quality and estate utilisation. These areas are characterised by training:

- ▲ that supports joint structures;
- ▲ where subject matter and syllabus have a significant element of commonality;
- ▲ where the operational or business function is common or converging;
- ▲ where the operational or training process is common or converging.

3. We accordingly undertook 13 feasibility studies into rationalising different areas of specialist training. These studies confirmed that rationalisation is feasible. By delivering training on a defence basis, rather than along single Service or business area lines, we would achieve operational benefits and a more cost-effective training base that is sustainable in the longer term. The single Services already planned to rationalise their estate where the training is specific to that Service. We have sought to build on existing single Service plans in considering options for specialist training estate rationalisation to see how these could be melded into a defence plan that would reinforce and complement single Service aspirations and provide a more coherent defence solution.

>>> Detailed Proposals

Technical Grouping

4. We identified those areas of technical training which we believe would benefit from rationalisation and we propose to establish a:
 - ▲ **Defence School of Aeronautical Engineering.** A joint school will support the Joint Helicopter Command and Joint Force Harrier and will build on the anticipated convergence in trade structures, regulations and policy in this field, enhancing operational capability.

 - ▲ **Defence Engineering Training Establishment.** This would encompass Royal Naval, Army and RAF electrical and mechanical engineering training.

 - ▲ **Defence Communications and Information Systems School.** Because of the pace and extent of change in this area, we propose to adopt an incremental approach. The first stage would be to institute defence-wide management of Communications and Information Systems training, including ownership of the competence framework required to ensure that all Service and civilian personnel acquire the requisite 'skills for the information age'. The second stage will be to collocate generic or common elements of the training.

The Logistics Grouping

5. We believe that much logistics training would benefit from rationalisation and we propose to establish a:
 - ▲ **Defence Logistics School.** The School would include the Army School of Logistics; Royal Logistics Corps Territorial Army training; RAF Supply Officer training and airmen training; and Royal Marines stores training. It would also assume command and control of the satellite logistics training establishments for munitions, fuel, and training syllabus responsibility for the Royal Naval Supply School at HMS Raleigh. Building on previous tri-Service work we concluded that the proposed Defence Logistics School should, subject to further scoping work, include a Defence Catering School. A tri-Service catering syllabus is being introduced from 1 April 2001.

 - ▲ **Defence School of Munitions.** This would include the Army School of Ammunition; the Defence EOD School; Royal Naval munitions training; and elements of RAF munitions training not directly related to aircraft.

 - ▲ **Defence School of Petroleum** as a satellite of the Defence Logistics School.

We also conducted a separate, tri-Service study into wheeled vehicle driver training in support to the overall logistics area study. Based on its findings, we have proposed improvements to the structures, processes and regulatory authorities for wheeled vehicle driver training in order to ensure common standards of training across the Services.

Personnel Administration

6. We believe there would be significant benefit in collocating and rationalising personnel administration training. We propose to establish a Defence School of Personnel Administration to encompass the Army's School of Employment Training, RAF personnel administration training and elements of Royal Naval supply training.

Police Training

7. We propose to collocate Royal Military Police training (including training for Royal Marines Police and some Royal Naval Police training that is already collocated) in a Joint Police Training School with RAF Police training.

Security Training

8. Most Royal Naval and Army security training takes place at the Defence Intelligence and Security Centre, Chicksands and is already partially rationalised. Building on MOD's Security Structures Review, which recommended establishing a minimum set of competences and a fully integrated joint approach to security training and education, we propose to establish a Defence Security School at Chicksands, responsible for all Royal Naval, Army, RAF and MOD civilian security training.

Language Learning

9. Most language learning is already rationalised but delivered at a number of different locations: Defence School of Languages, Beaconsfield; Defence Intelligence and Security Centre, Chicksands; Arabic, French and Spanish colloquial language learning at Hereford, and in-theatre language learning on site at Rheindahlen, and in Cyprus. Britannia Royal Naval College, Dartmouth also provides foreign and English language learning. We concluded, subject to a full project definition study, that collocation of foreign language learning would be the most cost-effective option. We do not propose to change the present arrangements at Dartmouth, Rheindahlen and in Cyprus, which meet fully the sponsors' requirements.
10. We concluded that the Defence School of Languages should provide the MOD lead in all aspects of language learning delivery and quality control. We noted that 'English as a foreign language' learning provided as part of MOD's defence assistance effort is uncoordinated. It requires an overarching policy as soon as possible.

Management skills and competences training

11. There is a lack of coherence in MOD's provision of generic management training, with central providers such as Defence Management Training co-existing with single Service providers such as the Department of Specialist Management Training at RAF Halton, and individual TLB and Agency providers. Sometimes they complement each other; sometimes they duplicate. Some of the training is linked to competence frameworks and endorsed by the relevant Departmental policy sponsor; some is not, or is sponsored only within the chain of command.

12. We have identified a number of measures to achieve a greater coherence. These include the transfer of responsibility for the Department of Specialist Management Training's management and procedural training to Defence Management Training while leaving the more specialist/functional training areas to be embraced in a wider central or corporate training organisation. We also propose that the Tri-Service Equal Opportunities Training Centre become part of Defence Management Training.

Finance Training

13. The advent of Resource Accounting and Budgeting has driven a wide-ranging review of financial skills training, leading to a mix of centrally and TLB funded professional, vocational and general training for accountants, finance and other staff, both military and civilian. Internal providers include the School of Finance and Management at Worthy Down, Defence Management Training and the Royal Military College of Science. Various external providers are also used. Given the clear need for greater coherence and possible rationalisation, we undertook a strategic study of professional accountancy, resource management, and financial competences training.
14. As a result of our work, we propose to exploit the natural synergy between the finance training provided at the Royal Military College of Science and School of Finance and Management by creating a finance training cell that could form part of the proposed Defence Academy. The cell would be responsible for coordinating the provision of out-sourced professional finance training whilst retaining a limited in-house training capability and would meet the requirement for continuing professional development. This work will be taken forward in conjunction with the wider implementation of the Defence Academy.

Medical/Dental

15. Over 90% of medical and dental training is already rationalised and managed on a tri-Service basis within the Defence Medical Training Organisation and the Defence Dental Agency. The forthcoming medical quinquennial review should examine the training still under the control of the single Services and consider the need for a more standardised approach in both training development and audit. Plans are already in hand for rationalisation of the medical training estate with the relocation of the Royal Defence Medical College and the possible move of postgraduate dental training from RAF Halton, to the Centre for Defence Medicine at Birmingham.

Chaplains

16. The Armed Forces Chaplaincy Centre has neither an effective customer board nor an endorsed charter, is under-resourced and its full teaching responsibilities are not clear. Work is already in hand to set up a proper management board/customer board structure and to identify a customer-driven requirement for the Centre. An agreed and resourced management plan is under development. We propose that:

- ▲ **The Centre should in the short term formally report to a lead Service training agency although, since there is no obvious environmental lead, once the Defence Academy is established, the scope for strengthening the Centre's links with the Academy, including its incorporation into the core, should be examined.**

- ▲ A common element of induction training for all chaplains should be carried out at the Centre. All Army chaplains should attend Sandhurst.
- ▲ The current single Service approach to personal development should be harmonised; in particular, the post-graduate element should be coordinated by the Chaplaincy Centre.

Training Support and Development

17. We concluded that there is no overriding operational requirement to prevent collocation of the three single-Service Schools: the Royal Naval School of Educational and Training Technology, HMS NELSON; the Army School of Training Support, Upavon; and the Training Development and Support Unit, RAF Halton.
18. Training support activities, the Systems Approach to Training and the Training Management System are inextricably linked. Work to standardise the application of the Systems Approach to Training and the management of training is essential if we are to achieve the rationalised training we envisage. This will require common procedures, language and terminology. In order to ensure a modular approach matching generic training in common sites or distributed sites with common syllabuses, before entering single Service environmental training, a common Training Management System is essential. Development of such a system needs to be taken forward in parallel with the planned Project Definition work and will be a key deliverable for the new Director General Training and Education Organisation.

Estate Issues

19. Our work was guided throughout by the Defence Estate Strategy, 'In Trust and On Trust'. This seeks to ensure an estate of the right size and quality to support the delivery of defence capability, that is managed and developed effectively and efficiently in line with acknowledged best practice, and is sensitive to social and environmental considerations. A primary goal of the Strategy is to define the Department's core sites on which to focus future use and investment. A major element of the project definition work will be to identify the most cost-effective locations for the proposed rationalised defence schools in concert with the wider estates work to define the Department's core estate.

Project Definition

20. Full-time Project Definition (PD) Teams are now examining how best to establish the proposed defence schools. This work will confirm the key requirements in each area, prepare an outline business case to determine the costs and benefits, and identify the most suitable sites for locating the defence schools. This work will take about 12 months to complete. The Project Definition teams will consider how best to engage industry and commerce in identifying imaginative and innovative solutions for implementing the programme that could both shorten the projected time-scales and, through a Private Finance Initiative, spread the costs and transfer risk.
21. Subject to the outcome of the Project Definition work, our proposals would deliver most specialist training on a defence rather than single Service basis and permit the alienation of a number of single Service training sites. The programme would require investment in new

works, and in relocation and other costs, but we estimate that this should result in a net cash saving of over £1.2BN (£1.4BN resource) over 25 years, including estimated sales receipts. There should be further efficiencies and resource savings from the rationalised delivery of training and the reduction in training volumes that should result from both advances in technology and the procurement arrangements for future equipment which will impact on the capital works requirements. These will be fully explored during Project Definition and should increase the cost-effectiveness of the proposals.

Supporting Essay Twelve

Costs and Resources

>>> Costs of Current Training and Education

1. Individual training and education consume a significant amount of the defence budget but, partly as a result of the fragmented nature of the training organisation, the overall cost of these activities has not in the past been readily apparent. Our Review is the first major MOD study to take place since the introduction of Resource Accounting and Budgeting and the first to attempt to identify the full resource costs of individual training and education MOD-wide. Due to the concurrent introduction of Resource Accounting and Budgeting and the consequent immaturity of some of the supporting accounting systems it was not possible to collate all individual training and education costs on a consistent basis. In those areas where detailed figures were not readily available an assessment of costs has been made.
2. The outcome of these costings is summarised below:

Resource

The total resources consumed in delivery of individual training and education amount to £4.2BN, 19% of the defence total.

The implied value of assets utilised in the delivery of training is £8.2BN.

11% of training resources are consumed on Armed Forces Phase 1 (initial/recruit training), 85% on Armed Forces Phase 2 & 3 (skills and career training), and 4% on civilian training.

Personnel

The Department employs 29,000 people, 9% of total defence personnel, on training activities.

62% of training personnel are military, of whom 59% are employed on direct delivery of training.

38% of training personnel are civilian, of whom 38% are employed on direct delivery of training.

Cash

The total annual cash spend on delivery of individual training and education of £3.8BN, 17% of the defence total.

The Department spends an average of £4.6K per employee per annum on training (£6.5K per Serviceman/woman, £0.7K per civilian employee).

3. The following tables show the detailed figures underlying these conclusions.

Table 1 Total Costs and Personnel Numbers of Individual Training and Education - FY 2000/01

FY	Defence Resource Total £m	Defence Cash Total £m	Defence Personnel Total (000s)	Training Resource Total £m	%	Training Cash Total £m	%	Training Personnel Total (000s)	%
00/01	22506	22881	325	4211	19%	3782	17%	29	9%

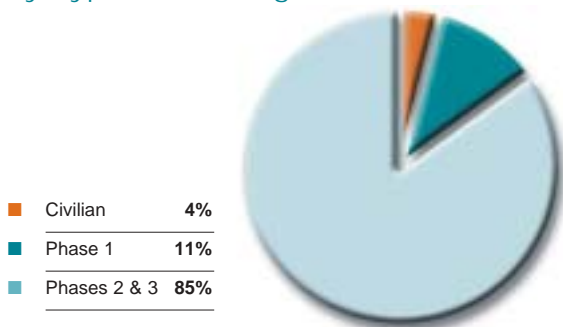
All figures at **FY 99/00** outturn prices. Defence totals includes capital spending but excludes Annually Managed Expenditure. Training totals include costs of trainees.

Table 2 Analysis of the Total Resource Costs of Training (FY 00/01)

	Phase 1 Initial/Recruit Training £m	Phase 2 & 3 Skills/Specialist Training £m	Civilian Training £m	Defence Training £m
Direct Costs of Training Delivery	196	1049	52	1297
Training Support Administrative Overheads	11	330	19	360
Higher Formation Costs	4	215	6	225
Total	211	1594	77	1882

(Excludes costs of trainees)

Analysis of Training Resource Costs by Type of Training



Analysis of Training by Category of Resource Cost

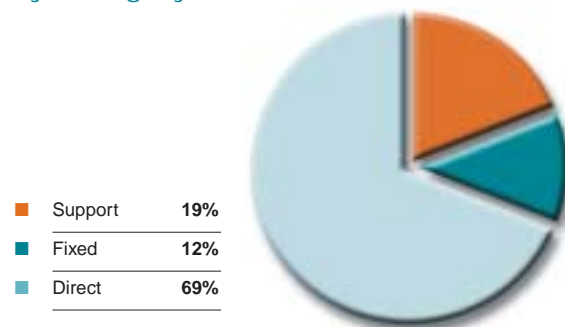
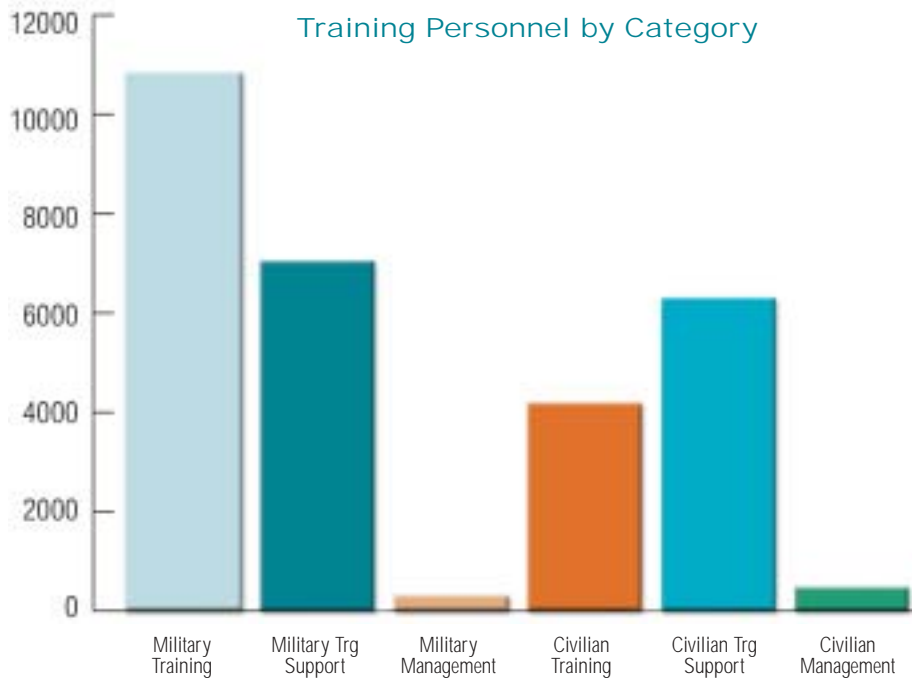


Table 3 Personnel Totals (FY 00/01)

	Service Personnel	Civilian Personnel	Total Personnel	Service Training Personnel	Civilian Training Personnel	Total Training Personnel	% Service Training Personnel	% Civilian Training Personnel	% Total Training Personnel
TOTAL	218000	107000	325000	18215	10991	29206	8%	10%	9%

Table 4 Analysis of Training Personnel Numbers (FY 00/01)

	Phase 1 Initial/Recruit Training £m	Phase 2 & 3 Skills/Specialist Training £m	Civilian Training	Total Defence Training
Service Training Personnel (training delivery)	2100	8541	168	10809
Service Training Support Personnel (training administration)	805	6220	42	7067
Service Training Management Personnel (training management & policy)	9	329	1	339
Total Service Training Personnel	2914	15090	211	18215
Civilian Training Personnel (training delivery)	449	3186	579	4214
Civilian Training Support Personnel (training administration)	457	5600	264	6321
Civilian Training Management Personnel (training management & policy)	0	410	93	503
Total Civilian Training Personnel	906	9196	936	11038
Total Training Personnel	3820	24286	1147	29253



>>> Overall Cost of Proposals

4. The estimated costs of implementing our proposals are £1.2BN over 25 years. The expenditure reflects the investment necessary for the improvements we have proposed to individual training and education for officers; sailors, soldiers and airmen; and MOD civilians.

5. A major element of the costs is the capital investment required to yield the substantial savings from the proposed rationalisation programme and the investment necessary in e-learning to enable the Department to exploit the benefits of shared training and new technology. Together, we estimate that these should lead to estimated gross savings of £1.8BN in cash terms (£2BN resource) over 25 years. After implementation of all our measures, there should be a net saving to the Department of some £630M (£700M in resource terms).

education