

Modernising Defence Training

Report of the Defence Training Review

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Foreword by
The Secretary of State for Defence
The Rt. Hon. Geoff Hoon MP

1. Training is crucial to the continuing operational success of our Armed Forces, as well as to the efficient conduct of the Ministry of Defence itself, and the many businesses that support defence. Individual training and education currently consumes some £4.2 billion in resource terms each year. It is essential therefore that we both deliver this training as cost-effectively as possible and ensure that it meets the needs of modern, battle-winning forces.
2. The Defence Training Review has been a comprehensive and wide-ranging examination of all aspects of individual training and education, both Service and civilian. From the outset the Review has been conducted in an open, and constructive manner, and in close consultation with all interested parties both within the Department and the Armed Forces, in particular, the customers and the providers of individual training and education.
3. The Review's key findings are that, overall, our individual training and education is of a high quality, as shown by the successful operations our Armed Forces have conducted in recent years. Improvements are required, however, to catch up with best practice in Government and elsewhere, and to meet the challenges of the 21st Century.
4. We have developed a coherent set of inter-linked measures designed to deliver an individual training and education system that is more integrated between the Services and between Service and civilian training. These measures will result in training and education that is more aligned to operational and business needs following the radical changes this Government implemented through the Strategic Defence Review. Our individual training and education system will be more responsive to change, and will be delivered more cost-effectively.

5. We propose to introduce more joint, multinational and inter-agency training and improved leadership and management training, as well as much needed improvements to civilian training, which has tended to be under-resourced and under-valued. We also need to embrace technological change. By exploiting new technology and improving basic Information Age skills, we propose to make our individual training and education better and more accessible, in particular through the expansion of e-learning.
6. The Review has confirmed that our training estate, despite earlier rationalisations, is still too large. We will now pursue Project Definition work to establish a number of Defence Schools for specialist training. Subject to the outcome of this work, a major training and estate rationalisation programme will result in more cost-effective training delivery, both improving the training offered in support of joint forces and operations, and freeing resources to fund the improvements we have identified and for defence as a whole.
7. We will improve the current arrangements for educational provision in a number of ways. We propose to bring together the Royal College of Defence Studies, the Joint Services Command and Staff College, the Royal Military College of Science, and other organisations to establish a Defence Academy, which we intend should become a national and international centre of excellence. We will also establish a Joint Services Warrant Officers' School and a Defence Leadership Centre, both of which would be part of the Defence Academy. We propose to set up a Defence Sixth Form College and a Defence Undergraduate Bursary Scheme to boost the recruitment of engineers. We expect recruitment and retention to be improved through the better training and educational opportunities resulting from these initiatives, which are consistent with the Government's 'Lifelong Learning' commitment and will include a programme of progressive accreditation of education and training.
8. Our commitment to driving through and sustaining these improvements will be demonstrated by the establishment of a Director General Training and Education to provide a much needed central strategy and policy focus.
9. I am confident that the improvements identified by the Defence Training Review, in building on, and developing, the clear strengths of our existing system for individual training and education, will lead to better focussed and more cost-effective delivery of that training and education. Ensuring our Servicemen and women and the Department's civilian workforce receive the training and education they need, when and where it is required, will further the Government's determination to maintain our country's reputation for thoroughly professional, effective and successful Armed Forces.

Geoffrey Hoon



Army Command and Information Systems training

Modernising Defence Training

Report of Defence Training Review

“This is the only firefight I’ve ever been in. This company is a very young company and none of us had ever experienced it before. But when the battle started the training just took over”.

Corporal, Sierra Leone, September 2000

Introduction

1. The Defence Training Review was established by Lord Robertson on 22 July 1999 to examine all individual training and education, Service and civilian. Announcing the Review, he stated:

“I am ordering a wide-ranging, fundamental study of education and training ... the aim will be to consider how education and training can most effectively meet the Department’s requirements for timeliness, quality, value for money, doctrine and operational effectiveness until at least the year 2010.”

2. The Review began in September 1999 and involved comprehensive consultation within MOD and the Services, including the Reserves. We also consulted academic institutions, industry, professional bodies, trade unions, other nations and NATO. Our work was overseen by a Steering Group chaired by John Spellar MP, the Minister for the Armed Forces, which included senior MOD and Service representation and external advisers from industry and the university sector.

The Need for A Review

3. The Defence Mission Statement calls for MOD to “*generate modern, battle-winning forces...*”. Recognising that success depends on people, it states that MOD must:
 - ▲ recruit and retain the best people for the job from a diverse society;
 - ▲ train, motivate and equip them properly;
 - ▲ develop careers in defence and skills for life.

A wide spectrum of recent operations from Sierra Leone, Kosovo, Bosnia, Northern Ireland, and the Gulf to this winter’s flood relief at home has highlighted the quality of our Armed Forces, and enhanced their outstanding reputation world-wide. Much of this success is a reflection of the quality of their training and it is important not to put this at risk. But defence is a rapidly changing and unique endeavour, and we need to ensure that we have the best training system to enable our Armed Forces and civilian workforce to meet the challenges of the very uncertain world of the early 21st Century.

>>> The Drivers For Change

There are four key drivers which underpin the need for change in our training and education:

a. Strategic Defence Review

The Strategic Defence Review set the policy framework and described the changed operational environment out to 2015, including the shift to joint, multinational and inter-Agency operations. It also announced a Policy for People, which promised the introduction of new training and education initiatives linked to the Government’s wider proposals for the “Learning Age”. As a result of the Strategic Defence Review, the Defence Logistics Organisation and the Defence Procurement Agency have been established, along with joint operational organisations such as the Joint Helicopter Command and Joint Force Harrier. There are 35 Defence Agencies. We have also established the Equipment Capability organisation, and introduced the policy of “smart acquisition”. Following these changes, MOD HQ is now largely integrated between the single Services and between the Services and civilians.

b. Shifting Social Trends

There have been rapid social and economic changes in the UK over the last generation. The composition of the Armed Forces needs better to reflect the current socio-economic, ethnic and gender mixes of the UK workforce at large. The lifestyle and expectations of today’s young people have changed dramatically. Both officer and other rank recruits have undertaken far more education before they join the Services than hitherto. In the case of officers, 20 years ago less than 40% of entrants at Sandhurst were graduates; today the figure is 90%. There is a similar trend in the Royal Navy (80%), Royal Marines (95%) and, albeit less pronounced, in the RAF (60%). We need to meet the aspirations of recruits from a new generation, many of whom will have acquired information and communications

technology skills as children, and who are more inclined to see employment as an opportunity to acquire marketable skills, knowledge and experience that can equip them for their next job. We must offer training and personal development that matches these aspirations, if we are to recruit and retain the people we need in an increasingly competitive market.

c. The Challenge of Technology

The Strategic Defence Review envisaged that by 2015 there will be a single battle space in which maritime, land and air forces will be directed, targeted and supported by a new generation of platforms, weapons and systems incorporating advanced information and communications technology, offering a step change in military capability. We are also moving towards an increasingly digitised workspace. We will need to train and retain suitably skilled and adaptable civilian and Service personnel to meet these new challenges, exploiting the opportunities offered by new technology.

d. Wider Government Agenda

We need to ensure our people have the skills required, including in leadership and management, to meet the challenges set by the Prime Minister's Modernising Government initiative, taken up by the Modernising Defence agenda. For most people the Services cannot be their only career. In accordance with the Government's "Lifelong Learning" commitment, we need to pursue our Learning Forces Initiative to give Service personnel the skills they need to make the best possible contribution to the Armed Forces and transferable qualifications for their next career. We need to encourage civilian staff to make the most of the opportunities MOD provides for further training and education to improve their personal performance, thereby enhancing the national skills base. We must also ensure that the Investors in People standard, which all eligible units within the Department meet, is fully embedded into our processes and systems.



We will need versatile, adaptable and rapidly deployable forces

Looking Out to 2015

4. In conducting our Review we considered the implications for training and education of developments in foreign and defence policy and the lessons for individual training from recent operations. In line with the Strategic Defence Review and the recently published “Future Strategic Context for Defence”, we looked out to 2015 and beyond to identify trends most likely to influence our future training requirements. Our focus has been on the training and education required to develop appropriate competences in individuals rather than on team or collective training, while recognising the linkage between them.



Our forces will be increasingly involved in peace support and humanitarian operations

5. The Strategic Defence Review provided a clear strategic and operational context in which the Armed Forces should develop to meet the demands of UK foreign and defence policy. The key drivers were that:

- ▲ **NATO will continue as the cornerstone of our defence planning;**

- ▲ **most future operations will be joint and multinational, but depend on single Service professionalism and esprit de corps;**

- ▲ **the UK will build on its role as a leading European member of the Alliance;**

- ▲ **commitment to the UN will be strengthened.**

Since then, policy has continued to evolve. NATO remains the cornerstone of our security policy. In 1998 the Prime Minister launched the European Defence Initiative to strengthen the ability of European nations to act in support of their foreign policy objectives as well as enhancing the European contribution to NATO. The Headline Goal agreed by EU leaders at the Helsinki European Council in December 1999 commits EU countries to be able, by 2003, to deploy rapidly, and sustain, military forces capable of undertaking the most demanding crisis management tasks up to corps level. The UK's contribution could be up to 12,500 ground troops, 18 warships, and 72 combat aircraft. The new arrangements will support NATO, which will continue to be solely responsible for collective defence and to have a significant role in crisis management. Implementation of the Headline Goal commitment will both strengthen NATO and allow the EU to lead crisis management operations where the Alliance as a whole is not engaged.

6. The security environment continues to change rapidly, bringing new and more diverse risks, challenges and opportunities. The Strategic Defence Review confirmed the enduring requirement for high intensity warfighting skills in order to deter and, if required, fight and win battles. This was underlined during the Kosovo campaign by the need to prepare for a possible opposed ground entry operation. But we must also be ready for a wide spectrum of operations, including the growing number of coalition peace support and humanitarian operations. Given the limits on the Services' training time, we will need to manage carefully the balance between training for warfighting and non-warfighting. Individual training must provide the basic skills that can support warfighting and high intensity operations, but needs to be supplemented to meet other scenarios. The Kosovo campaign also reinforced the need for a more integrated approach to crisis management, supported by common training for personnel from MOD, other Government departments and non-governmental bodies.
7. We will require versatile, adaptable and rapidly deployable forces. This generates demanding individual training requirements for the Services and their civilian support. Training for operations must begin during recruit training and be progressively developed thereafter. Specific individual and collective pre-deployment training is essential and will need to be regularly updated. The recent trend for more frequent, and in some cases protracted, operations puts a premium on the time individuals are away from front line units on training. We need rigorously to scrutinise our training requirements and find more innovative ways of providing training, particularly to help alleviate operational overstretch by reducing the time spent on residential courses. Deployed forces must be properly supported in theatre by individual training so they can respond quickly to meet rapidly emerging operational training needs, developing training solutions, where appropriate, with coalition partners. Individuals on long-term deployments will (where operational demands allow) require training to prevent skill fade and adequate facilities to continue their education and development. Greater access to computer and internet facilities will be critical in meeting these needs.
8. Future operations will be increasingly joint and multinational and progressively integrated between space, air, maritime and ground elements. At the same time, much endeavour at the individual and collective levels will remain in a single Service environment. We will need to work with allies, sometimes new ones, and with other agencies whose contribution may be equally critical to strategic success. This will require flexible, multi-disciplined forces. The human dimension of command will remain paramount: factors such as the ability to forge personal relationships, motivate, develop understanding, use judgement and initiative, and build on the enduring strengths of single Service esprit de corps will continue to play a crucial part in the application of military force. In short, we will need versatile and innovative commanders, with the skills necessary to achieve operational success.
9. These challenges, including the pressures of media attention, will be felt not just by commanders but by individual Service personnel at all levels. Junior and senior non-commissioned officers will have key roles to play, particularly in exercising leadership and management. This will require training in leadership skills and education to develop the required mental agility.
10. The Information Revolution will continue to transform almost every aspect of daily life, both at work and at home. It is already making a significant impact across defence, from

information operations in the battlespace to the conduct of our business. Knowledge management is becoming more important. Future operational success will depend on our ability to exploit and integrate new digital systems. Studies into future military skill requirements consistently show a growing need for cognitive skills. Information and communications technology also offers exciting opportunities to improve training and is becoming a major learning medium. However, learning via such technology is a mainly individual activity which may impair some inter-personal skills. Many individuals, while confident about working in the Information Age, may be less physically fit and robust. We must respond to these challenges in the way we recruit, inform and train people in defence.

11. We foresee less emphasis on formal classroom instruction and more responsibility placed on individuals for their own education and development. Coaching and mentoring will become increasingly important skills required by all leaders and managers to help develop their people. Many organisations are seeking to maximise learning at work, partly driven by the Government's education agenda and the move to greater e-learning, partly because of time pressures and the effectiveness of the methods now available. For MOD this could have a profound impact on the training and education facilities we need and will require a major cultural change both in the individual's attitude to education and in support from the chain of command and line managers.
12. Recruiting and retaining sufficient high quality people will continue to be a major challenge. Social trends show less emphasis on group identity and responsibility, including family, national and other groupings. Our people will need to be educated to deal with the increasing demands of legislation, including international law. Finding a balance between individual rights and expectations and the needs of the unit as a whole will be a major challenge for the Services in maintaining operational effectiveness. Some potential recruits may find Service life incompatible with their individual expectations, but others may be attracted by the Services' different ethos and values. Training and education will continue to play a major role in helping to instil the core values that provide the moral framework for Service personnel to meet the physical and mental challenges of the future battlespace.
13. People will continue their education for longer. Lifelong learning will increase, with more people pursuing education at some stage during their working life. This may lead to more graduates joining the Services as sailors, soldiers and airmen, especially in the technical specialisations, and a higher average recruit age. Career compression, particularly for officers, is putting increased pressure on both training and personnel management. Recruits will have greater expectations, be more mature and socially less impressionable. However, some pupils will still leave school early and will be attracted to an employer offering the opportunity to develop key skills and acquire educational qualifications.
14. Outside the operational environment, we foresee constant change. In line with the Modernising Government initiative, delegation of responsibility and accountability for the delivery of defence outputs and the use of resources will increase, with more emphasis on results and best business practice. Hierarchies will be flatter, with managers given greater flexibility and more encouragement of innovation. There are likely to be greater leadership challenges, with managers leading integrated (military/civilian/multi-disciplined) project teams. The scope for working in multinational and industrial partnerships, involving exchanges and secondments, will increase.

Policy Objectives

15. To meet the challenges posed by these trends, our training and education system needs to be more:

- ▲ **Integrated** between the Services, between the Services and civilians and between the defence community and the wider society that it serves;

- ▲ **Aligned** to operational and business needs and to personnel strategies;

- ▲ **Responsive** to rapidly changing requirements and new opportunities;

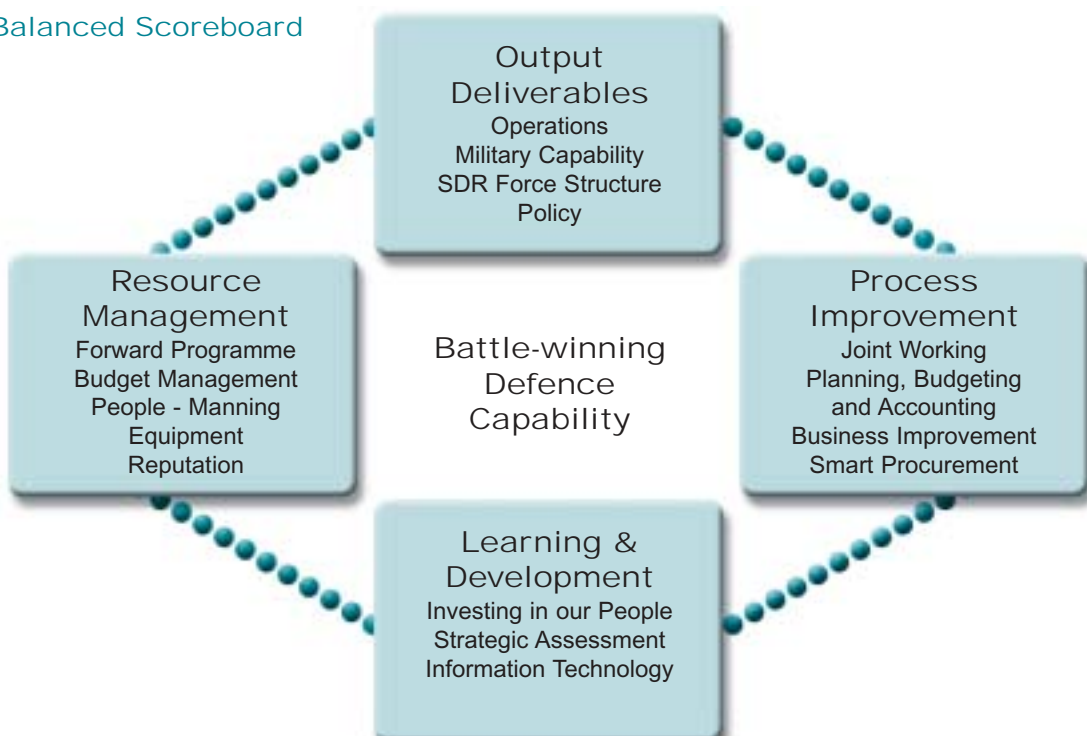
- ▲ **Cost-effective**, with training shared where it is common to more than one Service or between the Services and civilians.

16. **Integrated** training will help to eliminate unnecessary duplication and to identify and share best practice. It will also support the MOD organisations and processes that are increasingly integrated between the Services and MOD civilians. Our training should, where appropriate, be offered to industry, reflecting the joint approach that underpins smart acquisition. More generally, greater integration with the wider community will help prevent the Armed Forces becoming remote from the society they serve, so helping to sustain a consensus in favour of defence and the public expenditure required to provide modern and capable Armed Forces.

17. Training must be closely **aligned** to MOD’s operational and business needs and to personnel strategies. This will require top level commitment and a customer driven process. MOD has adopted the Balanced Scorecard (Figure 1) to measure outputs, and help make improvements across defence, but we need to develop further appropriate control mechanisms to cover both the quantity and quality of training.

Defence Balanced Scoreboard

Figure 1





A Royal Marine recruit at the Commando Training Centre at Lympstone, Devon

We need to do more joint, multinational and inter-agency training in order to support joint force structures and joint and multinational operations. We must ensure that leaders and managers have the skills both to manage complex organisations and to deliver outputs cost-effectively, building, where appropriate, on related military skills and best commercial practice. Training and education needs to meet the goals set by both the Armed Forces' and MOD civilian personnel strategies, reflecting their key contributions to recruiting, individual development and retention. Service training must be better focussed to meet specific career needs and business requirements by developing a competence based training system, as already used in MOD civilian training.

18. We require a more **responsive** training and education system. Training needs to be flexible, mobile and capable of meeting new requirements rapidly. We should develop more modular training courses to enable more people to satisfy individual requirements. Our training also needs to be able rapidly to absorb lessons from operations and best outside practice. We need to respond to changes in educational priorities and expand our education provision to meet the increasing complexity of operations and business processes. We must also do more to ensure all our people have the necessary skills and confidence to exploit new information and communication technologies. E-learning offers the opportunity to increase flexibility in our training and shorten residential training time.
19. We must ensure that our training system is **cost-effective**, while maintaining or enhancing operational capability. We need to make more imaginative use of sites, develop multifunction occupancy and eliminate duplication by sharing common resources wherever possible. We should increase our use of commercial partnering arrangements for the delivery of training, the provision of support services and estate management. We require a co-ordinated MOD approach to provide the best and most cost-effective training from whatever source, internal or external, underpinned by a clear view about our core defence requirements and which of these will need to be provided in-house. We must aim to reduce training wastage rates by seeking innovative solutions that meet the needs and aspirations of both the individual and the Department.

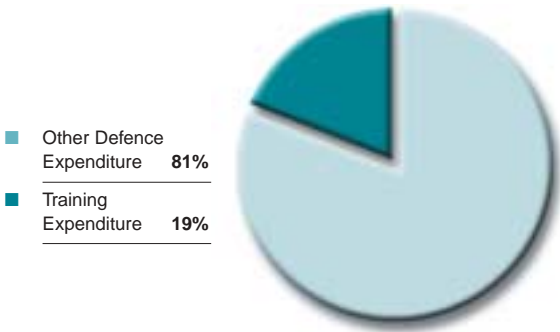
Our Assessment

20. Recent operational success has shown our training is of a very high standard. MOD has implemented some major training initiatives in recent years such as more joint flying training and establishing the highly successful Joint Services Command and Staff College. But to meet our policy objectives, we need to modernise our training system.

21. Education and individual training consume a significant proportion of the Defence Budget, as shown in Figures 2-5 below. The annual total resources invested in this area amount to £4.2 billion, with an annual cash spend of some £3.8 billion. There are currently some 140 individual training sites, with the value of assets used in delivering training assessed as some £8.2 billion. This underlines the need to ensure that our training meets operational and business needs in a way that achieves best value for money.

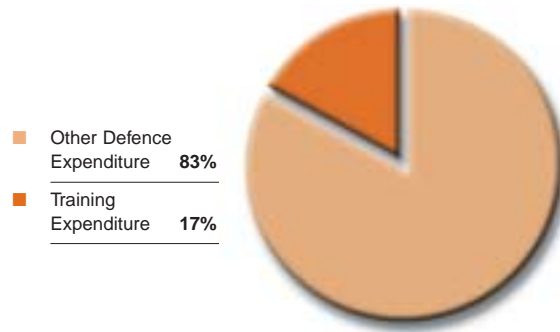
Proportion of Defence Resources Consumed by Training

Figure 2



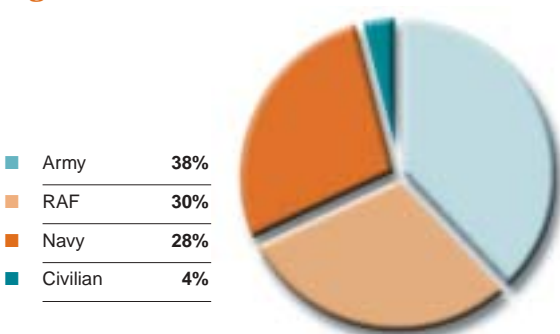
Cost of Training as a Proportion of Defence Cash Expenditure

Figure 3



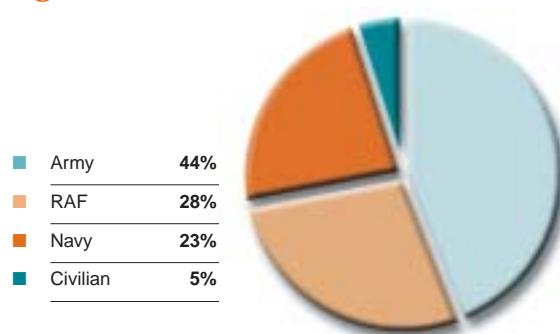
Proportion of Training Resources Consumed by each Service

Figure 4



Proportion of Training Cash Expenditure Consumed by each Service

Figure 5



22. Despite the recent shift towards joint and multinational operations, individual training is still mostly conducted on single Service lines. It is important to generate and maintain single Service identity, but we need to do more **joint, multinational and inter-agency training**.

23. Training needs to be better **focussed** to meet operational and business needs. In some areas we over-train and have not achieved an appropriate balance between training and operations. Training for sailors, soldiers and airmen, who constitute 85% of the Armed Forces, is generally of a high standard, but improvements are required to reflect the changed operational environment. There are gaps in training for senior officers and officials in **business leadership and management skills**. Despite recent efforts, civilian training is still under-funded and perceived, compared with Service training, as not properly valued.
24. We need a more comprehensive and consistent defence-wide approach to education. To meet the challenge of technology we need to do more to ensure all our people have the necessary skills, and to develop **e-learning** to provide greater flexibility and shorten residential training time.
25. Despite earlier **rationalisation**, our training estate is still vast, generally not in good condition and unaffordable in the longer term. There is duplication and waste of resources.
26. From a defence-wide perspective, our present training and education system is fragmented and lacks overall coherence and direction. In particular, there is no focus for formulating overall policy and no overarching strategy to promulgate defence-wide standards and best practice, maximise the benefits of estate and training rationalisation and exploit new technology; **nor is there an organisation charged to deliver this**. We need to sharpen up customer-supplier relationships. Training has tended to be regarded by the customer as a 'free good', with little incentive to consider cost when setting the requirement for timeliness, quantity or quality. In some cases it is unclear who the customer is.
27. We set out below our proposals to correct these deficiencies, while sustaining what is successful in current arrangements. Further details are in the *Supporting Essays in Volume 2*. **Our aim is to provide a training and education system for the Armed Forces and MOD civilians which will best meet defence needs in the 21st Century.**



Naval Air Engineering
Mechanics train at
HMS SULTAN

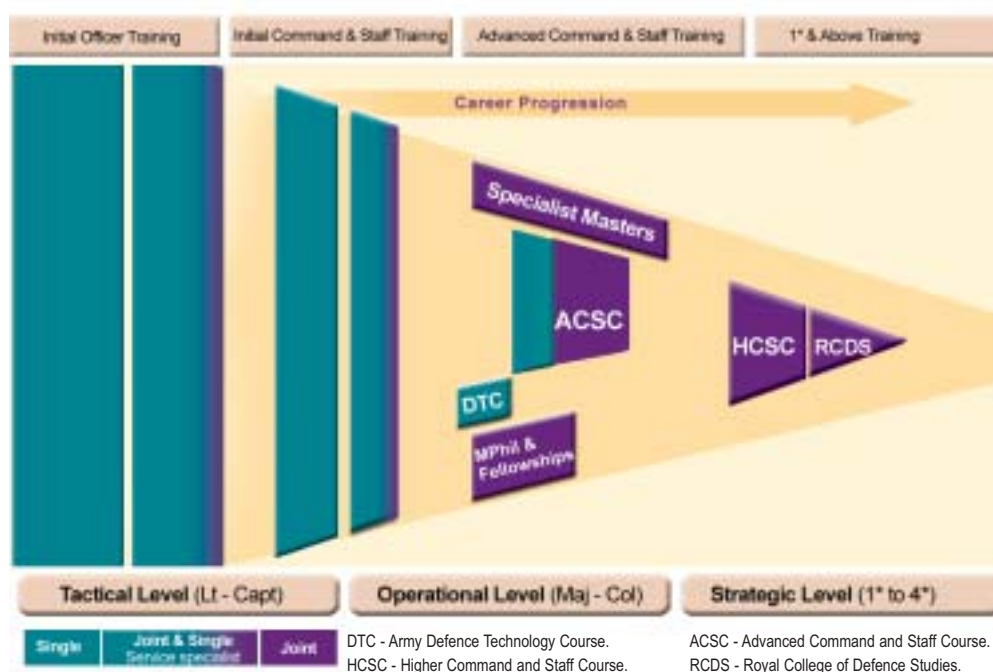
Joint/Multinational/Inter-Agency Training

28. Service and MOD civilian training needs to be adapted to meet the challenges of the changing operational environment, in particular the shift to joint, multinational and inter-agency operations. This will require the delivery of relevant training and education to many more people than before and developing more opportunities to share our training with individuals from other nations and agencies, including the UN. Sailors, soldiers and airmen need a basic familiarity with these issues, which they mainly acquire through experience and on the job training. For the Services, the primary requirement for additional formal training is for officers and NCO/Warrant Officers, reflecting the leadership and management roles they fulfil. The additional training we propose will be underpinned by single Service training and expertise.

Officer Training

29. At Figure 6 below is a simplified illustration of the current main stages of training throughout an officer's career.

Main Stages of Current Officer Career Training and Education — **Figure 6**



Most officers attend some form of Initial Officer Training and the great majority Initial Command and Staff Training; thereafter training becomes more selective. Officers will find themselves increasingly working in a joint environment. But joint expertise takes time to develop. Building on the changes already implemented in recent years, **we propose a progressive increase throughout an officer's career in exposure to joint as well as multinational, inter-agency and wider defence issues.** This will begin with the introduction of short common modules during Initial Officer Training, which will continue to be conducted in a predominantly single Service environment, given the importance of instilling individual Service ethos. Thereafter, while the focus of Initial Command and Staff training will similarly continue to be primarily single Service, we propose further common defence modules and an increase in joint activity, taking advantage of the collocation of staff training at the Joint Services Command and Staff College at Shrivenham.

30. We found that RAF Initial Officer Training, currently 6 months in length, is too compressed. To accommodate the common modules we have proposed, and to bring it more in line with the corresponding 12 months' Navy and Army training, will require extending it by some 6-9 weeks.
31. The main requirement for joint training for officers is at the operational and strategic levels. This is already recognised in the predominantly joint approach of the Advanced Command and Staff Course, which we endorse. We propose to extend the joint phase of the course by some 2-4 weeks, and shorten from 14 to approximately 4 weeks the single Service component which we consider should be more appropriately undertaken, where required, at an earlier stage in an officer's career. Overall, this will reduce the core course length by some 8 weeks.
32. **We propose a progressive increase in opportunities for multinational training**, including more exchanges of personnel during initial officer and staff training and the Advanced Command and Staff Course, greater use of courses offered by NATO, and appropriate pre-deployment training available to both military and civilians.
33. **We propose that, where there are common requirements, Service and civilian training should be integrated.** This will help minimise duplication of training provision and the risk of differing standards. Civilian staff will be strongly encouraged to attend elements of the more modular Initial and Advanced Command and Staff Training that we are proposing. To reflect the increasingly global structure of defence industry and the growth in collaborative projects, more multinational training is required to support the acquisition community. This will be achieved through international exchanges and the inclusion of a multinational collaboration module in acquisition training. Further details of acquisition training are at *paragraphs 45-47*.

>>> Joint Training for Operations Centre

1. There is virtually no formal training in Joint Warfare for officers above 1-star (Brigadier or equivalent) and at the operational level; opportunities to train and exercise members of the UK Defence Crisis Management Organisation are also limited. To exploit fully the potential of the Joint Rapid Reaction Forces, we need to prepare those forces and their component headquarters for truly integrated joint and multinational operations - the operational and tactical exploitation of collective capabilities.
2. The concept of a Joint Training for Operations Centre is being developed by the Commander Joint Forces Operational Readiness and Training, primarily to train and prepare national joint force commanders and their staffs. The Centre will be a source of highly informed operational advice, expert in the art of higher and component command and in contemporary joint fighting practices, deeply knowledgeable of the potential regions of conflict and staffed by experts from across the spectrum of Defence. The Joint Training for Operations Centre will enable the professional preparation of higher commanders, their fighting staff and the Defence Crisis Management Organisation, and thus meet the requirement for theatre-level command training.

3. The Centre will provide training in advanced joint and single-Service fighting methods. It will provide a central computer-aided exercises facility for mission rehearsal and campaign planning for operations and exercises, to support the Joint Training and Warfighting Initiative. In order to determine how best to meet the requirement for a permanent facility, a Pilot Joint Training for Operations Centre will be established by the Chief of Joint Operations from April 01. This will increase the output of joint training and exercises as well as being the intelligent customer for the development of the Centre and the Joint Training and Warfighting Initiative. The Centre will have close links with the Defence Academy we propose at *paragraphs 66-69* below.

Training For Senior Officers and Officials

34. There is generally little formal training for officers and civilians at 1 star and above. We propose to meet the training requirements for commanders of joint and multinational operations through a mixture of very short modular courses, interactive gaming, and the development of a Joint Training for Operations Centre (*see Box on page 16*). This will build on the groundwork of the excellent Higher Command and Staff Course. It will be no less important to provide training to MOD civilians of similar seniority who are likely to encounter joint, multinational and inter-agency issues. Opportunities will be provided for civilian staff at or approaching senior management (Band B and above) to attend relevant seminars, appropriate elements of the more modular Advanced Command and Staff Course and the Joint Training for Operations Centre. **Inter-agency training will be enhanced through the development of an annual politico-military game**, with wide participation at the most senior military and civilian levels, including Ministers, other Government departments and outside agencies. This will contribute to joined-up Government.

Warrant Officer and Non-Commissioned Officer Training

35. The Non-Commissioned Officer (NCO) leadership and management training conducted by the Services is fundamental to their ethos and operational effectiveness, and should remain a single Service activity. However, the new operational environment is making the NCO role more demanding. **We need to introduce progressively throughout their careers joint, multinational and inter-agency training for our NCOs and Warrant Officers.** For NCOs, we propose to deliver the required training during Junior and Senior NCO courses by the use of short common modules, based, where possible, on those being developed for officer training. Establishing exchange posts at the Service NCO Schools will assist development of joint awareness, while the use of Allies' exchange instructors or attendance by their NCOs and Warrant Officers will help to promote multinational awareness.
36. There is a similar requirement to continue to train Warrant Officers in many single Service issues. However, given the increasingly important role they will play in delivering operational capability, and the changed operational environment, the present lack of any joint Warrant Officer training needs to be rectified. There would be great benefit in providing joint instruction in areas such as joint operations, defence policy, and defence management. This would achieve a much greater degree of understanding than training in single Service groupings. **We will therefore establish a Joint Services Warrant Officers' School** to

provide Royal Navy/RAF Warrant Officers and Army/Royal Marines Warrant Officers (Class 1) with up to 2 weeks residential joint training. This will complement existing single Service NCO, and Warrant Officer training. The 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 at *paragraphs 66-69*. The Reserves and civilians for whom the training would be relevant will be invited to attend the course.



Griffin (rear) and Squirrel (foreground) helicopters at the Defence Helicopter Flying School

Joint Flying Training

37. The Joint Elementary Flying Training School and the Defence Helicopter Flying School have delivered significant improvements in meeting the flying training requirements of all 3 Services on a joint basis. The formation of the Joint Helicopter Command and Joint Force Harrier has, however, created new joint training requirements. A major study is already underway into the longer-term arrangements for the UK Military Flying Training System. Our work therefore focussed on areas where improvements are required now.
38. To improve joint flying training we propose a number of measures. These include:
- ▲ introducing a more joint approach to manning command and staff appointments;

 - ▲ improving military ethos at the Joint Elementary Flying Training School by re-tasking Service flying instructors to command appointments;

 - ▲ downloading more training from the single Services to the Defence Helicopter Flying School;

 - ▲ increasing joint training and improving output standards by introducing a more common syllabus at the Defence Helicopter Flying School;

 - ▲ examining the scope for centralising all Squirrel aircraft operations at the School by relocating current Army Squirrel operations from Middle Wallop.

Better Focussed Training

39. Training needs to be better **focussed** to match career needs and **aligned** to the operational and business needs of the Department. Where they do not already exist, Customer Boards and effective Customer/Supplier Agreements will be introduced for all training and education requirements across defence to ensure that the training offered is focussed on the customer's needs, and the resource bill is visible.

Officer Training

40. Officer training should be focussed on providing the required competences at the right time in a career. With increasing career compression and the need to allow sufficient time for officers to gain front line experience, we propose a modular approach to training with short and focussed courses delivered to those who need them. Army officers selected for staff training currently attend a year-long Defence Technology Course immediately prior to the Advanced Command and Staff Course. We believe that some of this technical education should be undertaken by all officers in modules at earlier stages in their careers, so avoiding the need for this long residential course. There would still be an option for some officers in all three Services to undertake specialist MScs where and when this is required for career purposes.
41. Better training is required to provide people with the skills needed to manage the many new MOD business organisations that have been set up in recent years. **To align with MOD's specific operational support and business needs, we will introduce a range of specialist modules, such as business management and acquisition** (see *paragraph 47*). Shortening training at the Advanced Command and Staff Course by reducing the single Service component as described at *paragraph 31* will enable these modules to be taken at the end of the course by those requiring them, without any increase in the overall length of training. The modules will be open to officers attending the course and to others, including MOD civilians and industry.
42. We will broaden opportunities for staff training to meet the career needs of those not selected for Advanced Staff Training by offering distance learning modules from both the main course and the specialist modules at the end, exploiting the opportunities offered by e-learning. These modules will be available to reserve officers.

Recruit Training

43. Initial recruit training concentrates on providing core single Service competences to give a sense of identity and confidence in the operational environment. Single Service requirements vary considerably, dictating different training content and output standards. This training will continue to be delivered on a single Service basis. **But the RAF Ground Trades recruit course is too compressed.** The Kosovo operation showed that RAF recruits need to be better prepared for deployed operations in austere conditions. **We will extend the course from 7 to 9 weeks in order to address the problem.** 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. Specialist training should be conducted in such a way that key military standards essential to deployed operations are sustained to the end of specialist training, including in the Defence Specialist Schools we

propose at **paragraph 81**. Tri-Service guidelines will be developed by the new central organisation which we describe at **paragraph 86**.

44. The Royal Navy, Royal Marines and RAF find it cost-effective to train their small number of recruits under the age of 18 alongside adults. The Army recruits a much higher proportion of under-18s, many of whom are trained at the Army Apprentices' College and Army Foundation College. The Army plans to increase significantly the number of under-18s recruited and trained in this way and is examining the case for establishing a second Army Foundation College, under a Public Private Partnership arrangement. This will allow closure of the Army Apprentices' College and at least one of the five Army Training Regiments. As the Junior Entry builds up, and other initiatives are developed, it may be necessary to close a second Training Regiment.

Acquisition Training

45. To drive forward the Smart Acquisition Initiative, there is an urgent requirement for a complementary training strategy and more effective and relevant training. **Smart training to support smart acquisition** will be crucial to sustaining the momentum of change and to enable personnel at all levels to contribute fully to the new business environment. The constituent parts of the acquisition community include the Defence Procurement Agency, the Defence Logistics Organisation, and the Equipment Capability Customer, and are very different in size, responsibility and structure. Our training strategy must take account of this in developing strong links and common understanding between them. Where appropriate, **integrated** training with industry will be encouraged to help develop mutual understanding and joined-up business.
46. **We are establishing an Acquisition Training Cell to ensure a consistent approach to training across the acquisition community.** This will provide a “one-stop shop” service for all users of acquisition training, drawing on industry best practice, eliminating duplication and matching training provision to new demands. The training available will be published in summer 2001 on an Intranet and Internet-based Acquisition Training and Development Directory, accessible to all staff at their desk top.
47. Personnel with identifiable senior management potential will receive an educational package to prepare them for future employment as leaders in acquisition. This will be achieved through an **Acquisition Diploma**, the content of which will primarily be at post-graduate level. The Diploma will meet defence business needs by developing the individual's ability to contribute in a broader, more innovative manner. Its award will be recognised as a key career milestone, enhancing future employability. The course will be open to MOD civilian, Service and industry personnel, and to overseas personnel. It may form a component of a number of Service career courses and, in particular, be offered as one of the specialist modules at the end of the Advanced Command and Staff Course. Our proposals for training in multinational collaboration were described at **paragraph 33**.

>>> Civilian Training: Modernising Learning in the MOD Civil Service

1. The quality of MOD civilian training is high in many areas, but there is a widespread perception amongst many civilians that MOD does not consistently value civilian training and development. Improvements are required to keep pace with best practice elsewhere in Government and outside

Our Vision for the Future

2. We envisage a Department in which people at all levels recognise the value of learning; where training and development is more closely aligned with both individual and departmental needs; where there is equality of training opportunities for all staff, Industrial and Non-Industrial; and where everyone, especially line managers, regards learning as an investment, not merely a cost. In return for their commitment to achieving defence goals, MOD will help staff realise their own goals, by providing the opportunity for, and full support to, personal development.

A Change of Culture

3. We believe our vision will only be achieved by a cultural change in the Department's approach to training, the key to which will be top-level engagement. **We propose that the Defence Management Board should formally consider civilian training at least twice a year.** Its engagement needs to be reflected throughout the management chain so that line managers at all levels promote staff training and development as one of their main priorities in formulating their plans and assessing their performance.

Resources

4. Delivery of improved training will depend on the provision of adequate financial and staff resources and facilities. **Training margins should be established at Top Level Budget level, and the existing arrangements at corporate level formalised, to cover staff on longer courses and to allow training between posts wherever possible.** Minimum standards will be set for general training facilities used by civilian staff.

Quality of Training

5. We propose to create a network of professional, full-time Training & Development Advisers to replace existing Training Officers/Training Liaison Officers. Their role will be to provide professional training support and advice to line managers, construct training and development plans as part of organisational level management planning, act as internal Investors in People advisers and internal assessors, and provide advice and assistance on assessing training needs and evaluation.
6. There should be greater choice in training delivery methods and an appreciation of the value of work-place learning, so that line managers and their staff can choose between residential courses, short modules, technology-based distance learning and workplace coaching.
7. MOD already makes good provision for external accreditation in many areas. However, a major improvement could be achieved by providing more qualified assessors and verifiers in business units.

Lifelong Learning

8. The wider Government initiative to promote Lifelong Learning provides an added incentive for MOD to encourage its people to learn and is an important vehicle for increasing momentum towards the greater professionalism we are seeking. It assists continuous improvement in individual and organisational performance and gives individuals the opportunity to participate in personal development activities. There are three strands to this initiative:

- ▲ We plan to double the take-up of the existing Adult Further Education scheme and external training opportunities.

- ▲ We will encourage much greater participation in learning by Industrial staff and will seek the assistance of the Trades Unions to this end.

- ▲ We intend that new civilian learning records that are presently being developed will enable staff to take responsibility for identifying and meeting their own training and development needs. Used as part of the performance review process, learning records will provide a powerful vehicle for targeting learning at organisational and individual needs and evaluating its effectiveness.

Content

9. We will improve Department-wide induction by converting the present paper-based distance learning package into an interactive CD-ROM or online version, which will be provided to all new entrants. Improved familiarisation training will enable staff who are new in post better to understand the function of their business area and its environment. We also propose a graduated, career long programme of defence education for all staff.

Conclusion

10. Our proposals aim to achieve an enduring improvement in civilian training and development which will meet the demands of the Modernising Government and Civil Service Reform agenda and help to deliver the new Civilian Personnel Strategy. We believe this will make a key contribution to the required culture change we have described and will go a long way towards providing training and development that meet both the needs of the Department and the aspirations of its people.

MOD civilians attend a finance workshop at St. Christopher House, London



Leadership and Management Development

48. **MOD and the Armed Forces enjoy a world-wide reputation for excellence in leadership in operations and crisis management. But the requirement for good leadership applies equally to day to day MOD business and to the corporate/strategic management of the Department.** Running the many new organisations supporting defence, including the Defence Logistics Organisation, Defence Procurement Agency, and 34 other agencies has brought new challenges. The pressures of limited resources and increased accountability have placed new demands on MOD leaders, as has the challenge of leading a more diverse workforce. The formation of multi-disciplined, Integrated Project Teams, comprising Service personnel, civil servants and civilian contractors, has brought a new dimension to the leadership challenge in the acquisition community.
49. Such problems are not unique to MOD. The need to improve leadership throughout Government was recognised in the Prime Minister's Modernising Government initiative. Similar challenges are being faced by other public and private sector organisations, which are seeking models for the development of leaders and effective exercise of leadership skills.
50. The recent establishment of the Defence Management Board reflects top-level recognition of the need to re-orientate MOD's strategic management and leadership. In parallel, our studies showed that we must do more to prepare people to operate effectively in the post-Strategic Defence Review environment, and, especially to improve management and leadership development, both civilian and military. This requirement applies at all levels, but particularly at one star and above.
51. The single Services and MOD civil service currently develop separate responses to their differing requirements for leadership training. While Service personnel need particular command and leadership skills for the operational environment, they share with civilians the need for business skills. The lack of a defence-wide focus for such training leads to inefficiencies and a failure to identify and promulgate best practice. There are 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 is focussed on acquisition, the principle has wider applicability across the Department.

Training of Senior Officers and Officials

52. MOD's new business practices and performance management systems require capable senior managers and leaders. Private sector companies have found clear strategic benefit in providing a structured approach to the development of their senior executives. At present there is no MOD strategy for how best to meet this need for senior Service and civilian staff or corporate training programme, apart from the senior management training programme at Ashridge, which is mainly for civilians. MOD risks falling behind best practice elsewhere in Government and outside. Training in business leadership, management and decision-making at the strategic level will be provided to such staff through seminars and short courses. Greater use should be made by Service officers of the Cabinet Office's training programmes

for the Senior Civil Service and of MOD senior level courses such as the senior management programme run at Ashridge.

A Defence Leadership Centre

53. We do need to do more to support our people in developing the new skills required to meet the ever-changing business leadership demands placed on them. To optimise use of resources, better co-ordination of leadership training and development within MOD is required. We need to draw on best practice, both within the Department and outside and relate this to our own managerial or leadership needs. To support the objectives of the Modernising Government Initiative, we should make the leadership expertise of MOD and the Armed Forces more widely available as a resource for the UK as a whole.
54. To achieve these aims, **we will establish a small Defence Leadership Centre to design an overarching policy framework and strategies for managerial and leadership development.** The Centre will:
- ▲ provide a more focussed and coherent approach throughout an individual's career to leadership training, particularly for those likely to reach the corporate/strategic level;

 - ▲ develop leadership skills through promoting a more systematic approach to career planning;

 - ▲ undertake research, establish links with relevant organisations, public and private, set standards and provide a reservoir of knowledge on leadership, including training and development opportunities and best practice;

 - ▲ provide a much needed gateway for us to obtain information about external developments and enable those outside MOD to make use of our knowledge and expertise, acting as a central focus for contact with external suppliers;

 - ▲ provide training and coaching in management and leadership, particularly for staff at the more senior levels, by organising or facilitating short courses, training modules and seminars, drawing on the best expertise available externally or internally.

Our aim is to develop an organisation which will obtain recognition as a centre of national excellence. The Defence Leadership Centre will be established at Shrivenham as part of the Defence Academy (*paragraphs 66-69*).

Initial Officer Training

55. The Services deliver excellent “action centred” leadership training during Initial Officer Training. However, there is a requirement for greater coverage of softer generic management skills, which we propose to meet through common training modules. We will develop further links between Initial Officer Training establishments to spread best practice in leadership theory, assisted by the Defence Leadership Centre.

Warrant Officer and Non-Commissioned Officer Training

56. 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’ operational environments, Junior and Senior NCO training should remain a single Service activity. The leadership and management training delivered by the NCO Schools of the Royal Navy, Royal Marines and RAF, in general, successfully meets current requirements. However, there is a need for improvement in senior NCO and Warrant Officer command, leadership and management training in the Army. This training is currently delivered on a variety of 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 coherent pan-Army approach to the provision of this training. The Army is therefore conducting a comprehensive study into how this can best be achieved.

Defence Education

57. **Education in MOD and the Armed Forces plays a key role in developing individuals to enable them to contribute effectively to the Defence Mission.** The changing security environment will require not only training in appropriate leadership skills, but education to develop the required mental agility. Education will also help our people to meet the challenges of the new business environment and the Information Age.

58. There is a requirement for an overarching MOD education policy for all personnel - civilian and military - not least to provide equal opportunities for education and development regardless of location or deployment. Our education policy in **Supporting Essay Seven** establishes guiding principles upon which the future Service and MOD civilian organisations for the delivery of education can be based. Its primary aim is to provide close support to the Defence Mission and the Department's operational and business requirements. All Service and civilian personnel should have access to lifelong learning opportunities, be eligible for educational funding and time for study, and be able to learn about the wider defence context in which they work. **We will seek progressive accreditation of all career educational and training provision.** This will be assisted by increased links with external education organisations. Accreditation will provide a motivation to achieving higher standards. For Service personnel, it will help ensure that the skills learned for defence are, wherever possible, transferable to civilian life. A Defence Accreditation Cell will be established to oversee and co-ordinate this policy, supported by a Defence Accreditation Board.



We will seek progressive accreditation of all career education and training provision

Defence Sixth Form Technical College

59. Welbeck Sixth Form Technical College is the Army's principal source of recruitment for technical officers. Welbeck produces excellent academic results, develops leadership skills and offers high quality recreational facilities. Officers recruited through Welbeck stay in the Army longer than those from any other entry route. To meet the challenges of our increasingly competitive market for technical officers and MOD scientists and engineers, we believe that the Royal Navy, the RAF and the MOD civil service would benefit from offering a similar entry route. **We therefore propose to establish a Defence Sixth Form College, purpose-built with modern educational facilities, to replace Welbeck College when the current lease runs out in 2005.** The new college will offer an exciting opportunity to 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.

Defence Undergraduate Bursary Scheme

60. Technical Officers are recruited through a variety of undergraduate sponsorship schemes, run on a single-Service basis. These include the Royal Navy's 'Thunderer Squadron' bursary scheme at Southampton University and the Army's sponsored cadetship at the Royal Military College of Science at Shrivenham. The RAF also makes some use of the College.
61. We sponsored an academic audit of Shrivenham by an independent team of senior figures from the UK higher education community, led by Sir Brian Smith, Vice-Chancellor of Cardiff University. The audit showed that the standard of undergraduate education provided by the College is high. But the cost is considerably greater than in the wider tertiary education sector, reflecting the higher overheads of the military environment and small student numbers. Moreover, the range of social contact available to the students is limited.
62. The Royal Navy's bursary scheme has proved highly successful and cost-effective. We concluded therefore that **a Defence Undergraduate Bursary Scheme, with a number of civil universities providing the technical education we require, would provide a more cost-effective means of training for all three Services and the MOD civil service.** We will shortly commence negotiations with various universities to establish the Scheme, which 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, will provide pastoral care and an insight into a career as a technical officer in the Services or as a scientist or engineer in the MOD Civil Service. The new arrangements will be introduced progressively and subjected to regular review to ensure that Service and MOD civil service requirements are being met.
63. Together, our proposals for undergraduate education and for a Defence Sixth Form College will form an innovative and coherent package, which will boost recruitment of technical officers and MOD scientists and engineers.



Young MOD engineers work on a group project

University Officer Training Corps, Royal Naval Units and Air Squadrons

64. The Service university training organisations make an important contribution to training and are an important source of recruits. Their roles will be enhanced, including more explicit acknowledgement of their contribution to recruiting (for example by offering academically accredited Service work experience placements). More generally, in order to raise inter-Service awareness and to make more efficient use of resources, there will be increased contact between the 3 university training organisations. The 3 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.

Postgraduate Education

65. Eighty per cent of direct entrant officer recruits are graduates. The educational focus for the majority of officers will be at the postgraduate level. We will seek the most cost-effective arrangements for its future delivery, whether external or internal. There are, however, some core areas where MOD needs to retain its own high quality capability. In matching provision to operational and business needs, the Department will focus on the following areas:

- ▲ the theory and practice of military operations (international studies, security policy, strategy, doctrine and the operational art);

- ▲ command, leadership and management;

- ▲ defence business management, acquisition and logistics;

- ▲ defence related areas of science, technology and engineering.

Such a focus on postgraduate education will need to be supported by research which enables staff to stay current in thinking and technology within their specialist fields.

Defence Academy of the United Kingdom

66. There are currently 3 major MOD institutions providing postgraduate education: the Royal College of Defence Studies in London, and, based at Shrivenham, the Joint Services Command and Staff College and the Royal Military College of Science. The Conflict Studies Research Centre at Sandhurst carries out academic research in fields related to the outputs of these Colleges.
67. We see a unique opportunity to exploit the considerable potential synergies between these organisations by bringing them together to form a Defence Academy, along with the proposed Defence Leadership Centre and the Joint Services Warrant Officers' School. There are also significant potential synergies beyond this core group, which we believe should be exploited through an "outer circle" of organisations outside the management structure of the core Academy, but affiliated with it, such as the Joint Doctrine and Concepts Centre and the Joint Training for Operations Centre. The Academy will be based at Shrivenham, although the Royal College of Defence Studies will retain its London site.

68. **Our aim is for the Defence Academy to be a centre of national and international excellence**, providing civilian and military personnel with high quality education, primarily at the postgraduate level, and conducting research in fields related to defence. It will offer the following benefits:

- ▲ a more coherent approach to postgraduate defence education;

- ▲ facilitating innovation and spreading best practice;

- ▲ research in support of UK defence objectives;

- ▲ greater influence on national and international thinking on defence issues;

- ▲ increasing efficiency and cost-effectiveness.

69. Full realisation of the benefits of the Defence Academy will take time. The core Academy must be appropriately organised, with a single budget and unified management structure. We will need to develop relationships between organisations both within the core Academy and affiliated to it. Above all, this will require determined and imaginative leadership. We propose that the Head of the Academy should be appointed promptly in order to drive forward the work as quickly as possible.

>>> The Royal College of Defence Studies

New Mission Statement – *To prepare selected senior officers and officials of the UK and other countries and future leaders from the private and public sectors for high responsibilities in their respective organisations, by developing their analytical powers, knowledge of defence and international security, and strategic vision.*

1. The one-year course at the Royal College of Defence Studies is internationally recognised as world-class, and plays an important part in Defence Diplomacy. In order to ensure that the College remains at the forefront of international defence institutions, a number of improvements are required to reflect the changing needs of defence.
2. We must ensure that the Services and Civil Service continue to send their best quality candidates to the College, despite the undoubted career pressures to which our top people are now subject. At the same time, the College needs to widen its target audience, and attract more high-fliers and opinion formers from outside defence. This will help further our aim to promote understanding of defence in the wider community and enhance integration between the Services and society. **We will therefore offer a one-term foundation module to future leaders of the private, public and voluntary sectors, from the UK and overseas**, who are unable to attend for the full year-long course. This module will provide an overview of global, international security and other public policy issues. Participants could attend further modules and seminars later in the year if they are able. We will also pursue academic accreditation of the course, to widen its appeal.

3. The new Commandant of the College will redesign the course, including early introduction of the one-term foundation module. To assist him, a Customer Board will be established, supporting the College's existing Advisory Board, charged with ensuring that the course meets the changing needs of its customers and that it is more clearly focused on the required outputs and competences. The College will host periodic events, such as short seminars, with attendance drawn from the wider community and those who have attended the College.



An Army recruit learns basic Information and Communications Technology skills

Exploiting the Information Age

70. Exploiting information is central to all military operations. One of MOD's highest priorities is to manage the increasing use of information and communication technology in the battlespace. The daily workspace and our business and administrative processes are also increasingly supported by information and communications technology. We must develop the essential competences in our people to exploit new technologies and systems to the full and to ensure that our leaders and managers have the right skills to deliver and integrate information projects successfully. We should also seize the opportunities provided by new technologies to deliver greater amounts of core training more effectively through e-learning.
71. **To help meet these requirements, we need to develop information age skills for everyone joining the Armed Forces and MOD civil service.** All MOD civilians will be required to achieve basic skill levels by the end of probation. All sailors, soldiers, and airmen will receive training during initial specialist training courses, while officers will be required to reach slightly higher levels of competence by the end of Initial Officer Training. This will require improvements to facilities. We will also increase the opportunities for personnel already serving to develop relevant skills and qualifications. Training will be standardised against the European Computer Driving Licence, a Europe-wide standard of computer and internet related skills. To develop the wider competences required by both general users and specialists, we will use the Skills For the Information Age competence framework developed by the e-skills National Training Organisation. These steps will significantly raise the skills, knowledge and effectiveness of all military and civilian staff within a framework that is recognised across the public and private sectors.

72. Achieving information age skills will also facilitate new methods of training, particularly 'e-learning'. The single Services and MOD civil service have developed some imaginative courses that exploit e-learning concepts, but to date these have been on a small scale, with little overall co-ordination. We believe a major defence-wide shift towards e-learning over the next 5 years would reap major benefits by:
- ▲ Providing better support to deployed operations, particularly in terms of refresher and more efficient training to enhance operational effectiveness;
 - ▲ Reducing residential training time away from unit and family and increasing opportunities for career development at home and on deployment;
 - ▲ Providing more cost-effective training through the co-ordinated management of e-learning provision and delivery.
73. **There is now strong evidence that e-learning can improve the quality of training and in some cases, particularly residential training, reduce its length by up to a third.** Our strategy will involve a combination of CD-ROM, Intranet and Internet delivery to exploit fully the particular advantages of each medium. But we recognise that e-learning is not a panacea. Much military training requires human interaction, particularly to develop such qualities as teamwork, leadership, ethos and courage. Moreover, there will be constraints on how much e-learning can be undertaken by people on busy operational tours and in high profile posts. E-learning will therefore need to be carefully and progressively integrated within our whole training system.
74. Our proposals require some major developments to our communications and information infrastructure, many of which are already underway to meet operational and business needs. In particular, development of the Defence Information Infrastructure will be critical to securing the benefits of e-learning most cost-effectively. We will improve and extend the many learning facilities which already exist, including the defence-wide interactive learning facilities and centres, and build on the Defence Information Infrastructure as it is established, to develop a unified defence learning centre network, involving a combination of fixed and deployable facilities. Individuals will also be able to access relevant training from personal computers, either at work or, when needed, from home.
75. The development of e-skills and learning facilities will allow us progressively to increase the amount of e-learning we deliver. While we must maintain the essential human elements of our training and recognise operational constraints, the majority of our courses are suitable for some conversion to e-learning. **To drive this process forward, we propose that 80% of appropriate classroom-based specialist training courses incorporate a minimum of 25% e-learning within five years.** We will develop some in-house expertise to produce the courseware, but we also see enormous opportunities for developing partnering arrangements with other companies, organisations and allies with similar training needs.



RAF pilots prepare to enter the Puma helicopter simulator at RAF Benson

76. Good progress has been made over recent years in developing major fixed synthetic training systems, such as aircraft and ship simulators. With new technologies, improving computer skills and increasing access to new information and communication systems, we will be able to exploit synthetic training more fully at the individual level of training. This will be of particular benefit, given the ever-growing costs of training on real equipment and the need to avoid unnecessary risks and reduce environmental impact. We propose progressively to develop the ability to use the same digital systems for both training and live operations. This will require a more co-ordinated approach to the procurement of synthetic training equipment, primarily by establishing closer links between the acquisition community and the new central organisation we propose at *paragraph 86*.
77. Successful implementation of our many recommendations on training for the Information Age will take several years and will pose some major challenges for the Department. New information and communications technologies are not cheap and the conversion to e-learning in particular will require some major investment. But our analysis shows that improved training can be realised quickly and that significant savings are achievable over time. Implementation will require some marked changes in the way students learn and in the role of the trainer, and will involve a major cultural shift in the way we currently view the relationship between work and learning. But as the Information Age continues to evolve, we aim to be at the cutting edge to keep MOD in a dominant position in this increasingly important area.

Cost-effective Training

78. With an annual resource bill of £4.2 billion, it is essential to ensure that training and education 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 that their training base was too large and was unaffordable in the longer term. Site running costs typically represent about 40-50% of the total costs of a training establishment. A leaner training estate will bring recurring savings in overall support costs, release sites for disposal, thereby achieving sales receipts, and support the Department's programme for disposal of surplus assets.
79. Rationalising training will help to meet the requirements of joint deployments and joint force structures such as the Joint Helicopter Command and Joint Force Harrier. Previous work by the single Services had revealed areas of training where exploiting synergies across defence would provide significant benefits in operational capability, training quality and estate utilisation. These areas are characterised by training:
- ▲ that supports joint structures;
 - ▲ where there is a significant element of commonality between subject matter and syllabus;
 - ▲ where the operational or business function is common or converging;
 - ▲ where the operational or training process is common or converging.

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.

80. Our main proposal is to establish a number of Defence Schools as follows:

- ▲ **A Defence School of Aeronautical Engineering to provide specialist Aeronautical Engineering training for all three Services and some elements of single-Service special-to-type training.**
- ▲ **A Defence Engineering Training Establishment to provide electrical and mechanical engineering training for all 3 Services.**

- ▲ **A Defence Communication and Information Systems School to provide common CIS training for all 3 Services.**

- ▲ **A Defence Logistics School to provide common logistics training for all 3 Services.**

- ▲ **A Defence School of Personnel Administration and a Joint Police Training School.**

We would also collocate security training, language training, and, possibly, joint photographic training.

Full-time Project Definition teams are now examining how best to establish the proposed Defence Schools. This work will confirm the key requirements in each area, and 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.

81. 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. They would require investment in new works, and in relocation and other costs, but we estimate they will result in a net cash saving of over £1.2BN (£1.4BN resource) over 25 years, including 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.

82. Besides providing more cost-effective training, our proposals should deliver a much improved training output that will more effectively support joint force structures and joint operations. They will also integrate training in support of common and converging functions and processes. The capital investment required for the proposed new schools will provide improved living accommodation and training facilities for our personnel, in line with the high priority programme to improve such facilities defence-wide. Our identification of core sites for specialist training also supports the Defence Estate Strategy "*In Trust and On Trust*". This seeks to achieve 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. Our proposals will take into account the Government's aim to reduce the concentration of sites in the South, which is saturated in environmental terms.



A REME Aircraft technician inspects the cockpit of an Army Gazelle helicopter

A New Organisation for Training and Education

83. **A recurring finding of our Review is that, because training and education is generally provided on a single Service or civilian basis, it lacks overall coherence and direction from a defence-wide perspective.** In particular, there is no central focus to provide a defence-wide policy perspective and no overarching strategy to promote best practice and maximise the benefits of estate and training rationalisation; nor an organisation charged to deliver this. Because the single Services, MOD civilian management and some defence business areas mostly design and deliver their own training and education, there is widespread and unnecessary duplication. Although MOD is the largest single provider of training and education in the UK, this lack of a single central policy focus means that the Department's interests are not represented effectively in the formulation of Government training and education policy. Nor is MOD able to pursue external initiatives on a national basis. Instead of exploiting the size of our total training requirement to secure the best deals and developing policies for strategic partnerships with external suppliers, negotiations with such suppliers tend to be conducted piecemeal at the local level. Indeed, external suppliers have no single MOD focus to market their products.
84. To address these deficiencies, we will establish an organisation headed by a Director General of Training and Education, reporting through the Deputy Chief of Defence Staff (Personnel) and the Deputy Under Secretary (Civilian Management) to maintain links with Service and civilian personnel functions.
85. The Director General will be responsible for policy and strategy, ensuring that mechanisms are in place to promote the cost-effective provision of individual training and education and promulgating good practice. He/she will act as a central focus for dealings with external bodies. The Director General will contribute to the corporate planning process by producing an annual strategic plan for individual training and education for submission to the Defence Management Board. This will cover rationalisation proposals and resource allocation issues. He/she will be charged with scrutiny and approval of the budgets of MOD training and education providers to confirm that the defence priorities set out in the strategic plan are being met; and will be responsible for training policy for major new equipment requirements. The Director General will also direct and co-ordinate the implementation of our recommendations.
86. The Director General will be supported by:
- ▲ **a performance monitoring and evaluation unit with a central audit capability, to ensure centrally set defence individual training and education standards and targets are being met, and to identify new opportunities for rationalisation.**
-

- ▲ a defence training and education accreditation cell with responsibility for co-ordinating the accreditation of defence training and education and to pursue progressive accreditation (*paragraph 58*). The cell will control MOD validation and accreditation procedures.
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- ▲ a training support and development unit which will take ownership of the Systems Approach to Training. It will also direct departmental policy on the exploitation of e-learning, promote good practice and advise on the provision of technology and other major equipment in support of training delivery. The unit will be responsible for ensuring that strategic standards are maintained and that training and education outputs support not just Service or business area objectives but the Defence Mission as a whole.
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A Defence Individual Training Customer Board will provide a forum for determining priorities for competing requirements and resources and evaluating the effectiveness of the defence training and education outputs. It will be chaired by the Deputy Chief of the Defence Staff (Personnel) who will be answerable to the Vice Chief of the Defence Staff and to the Second Permanent Under Secretary.

87. **Delivery of training in the new specialist defence schools will remain with the single Service training agencies.** In order to ensure the needs of all customers are met, each defence training establishment will have a customer board on which all stakeholders and customers are represented. Training delivery will be controlled through an effective system of Customer/Supplier Agreements, and each Service (and other customers) should be properly integrated within the management structure of the establishment, with the position of head of the establishment open to all the Services involved. Crucial to the success of the rationalisation programme however will be the appointment of a programme manager empowered with executive and budgetary authority to drive the programme forward. This will be the Deputy Chief of the Defence Staff (Personnel), assisted by the Director General of Training and Education, who will chair a Rationalisation Project Board. A Ministerial Steering Group will review progress.
88. We believe that training specific to the acquisition community should, in the main, be delivered within that community. But we believe there would be greater coherence and focus if the Acquisition Training Cell (*paragraph 46*) were placed under the Director General. The cell will also report and be accountable for meeting its requirements to an Acquisition Training Customer Board.
89. **The establishment of a Director General of Training and Education will advance our goal of more integrated, aligned, responsive and cost-effective training and education** by setting overall defence policies, priorities and targets so that the Department offers the best and most relevant individual training and education opportunities to all personnel. The organisation will be a source of coherent, authoritative, departmental advice on all aspects of defence individual training and education, both internally and externally.

Costs/Resources

Overall Cost of Our Proposals

90. The estimated cost of implementing the improvements to individual training and education for officers, sailors, soldiers, and airmen and civilians in the Department is £1.2BN over 25 years. A major element of the costs is the initial capital investment required to deliver the substantial longer term 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, these should lead to estimated gross savings of £1.8BN in cash terms over 25 years (£2BN in resource terms). The capital investment in the proposed core training sites will provide improved single living accommodation for Service trainees and better, more modern training facilities. **After implementation of all our measures, there should be a net saving to the Department of some £630M (£700M in resource terms).**

Implementation

91. Major implementation milestones are illustrated at Annex A. Responsibility for implementation will be delegated to nominated 2 star officers and officials throughout MOD and the Commands. The Director General of Training and Education will be responsible for monitoring overall progress, and for implementing defence-wide proposals.

Conclusions

92. Rapid changes in technology, the operational and business environment and society at large present both a challenge and an opportunity for the way we provide Service and civilian individual training and education. In the course of our comprehensive Review we found many examples of the first class training that has helped our Armed Forces, ably supported by the civilian workforce of the Ministry of Defence, to demonstrate their prowess in successful operations from the Gulf War to Kosovo. But improvements are required to ensure that our training and education system best meets the changing defence needs of the 21st Century. Our proposals are designed to help maintain our Forces' world class status.
93. At the outset of our Review, we determined the policy objectives that would guide our work. MOD's future training and education system should be **integrated, aligned, responsive** and **cost-effective**. We believe that the changes we have proposed, which constitute a coherent and inter-linked package, will help to achieve those objectives.
94. In particular, our proposals will provide a training and education system that will:
- ▲ Deliver more joint and multinational training;

 - ▲ Improve leadership and management training;

 - ▲ Be more integrated between the Services, between the Services and civilians, and with society at large;

 - ▲ Be more aligned to operational and business needs and structures;

 - ▲ Exploit new technology to make training and education better and more accessible, delivering it where and when it is needed.

 - ▲ Boost recruitment and retention, particularly through the major changes proposed to Defence education, including establishing a Defence Academy and a Defence Sixth Form College, the introduction of a Defence Undergraduate Bursary Scheme, and progressive accreditation;

 - ▲ Provide much-needed enhancements to civilian training;

 - ▲ Deliver training more cost-effectively, including through a major training and estate rationalisation programme, thus freeing resources both to fund the improvements we propose and for defence more generally.

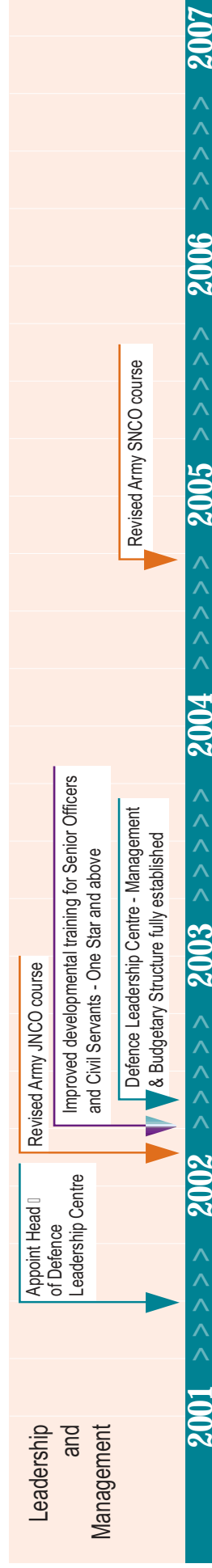
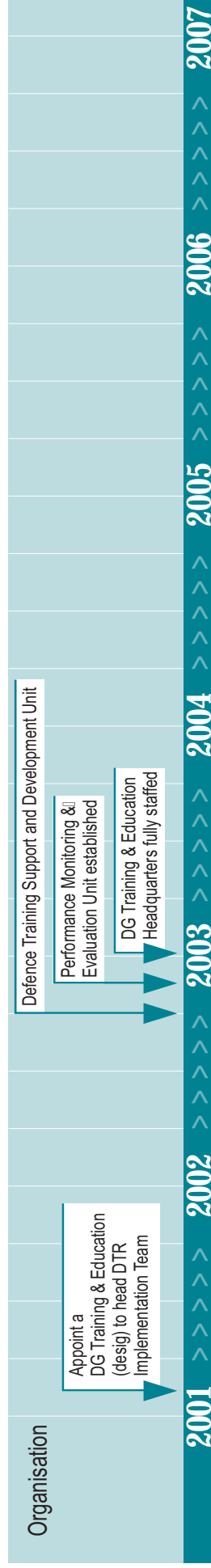
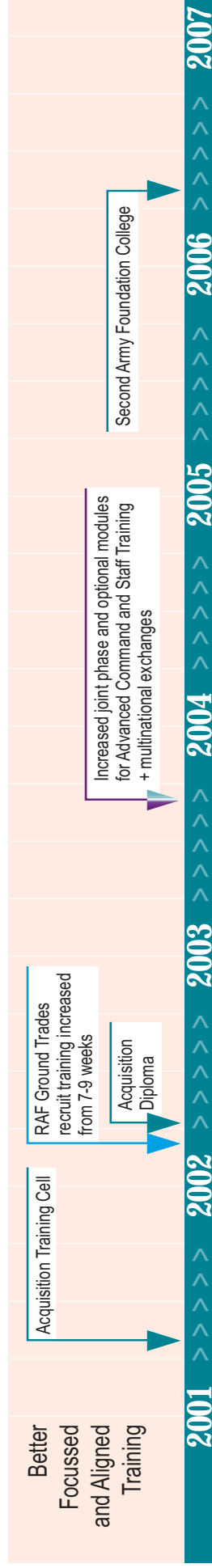
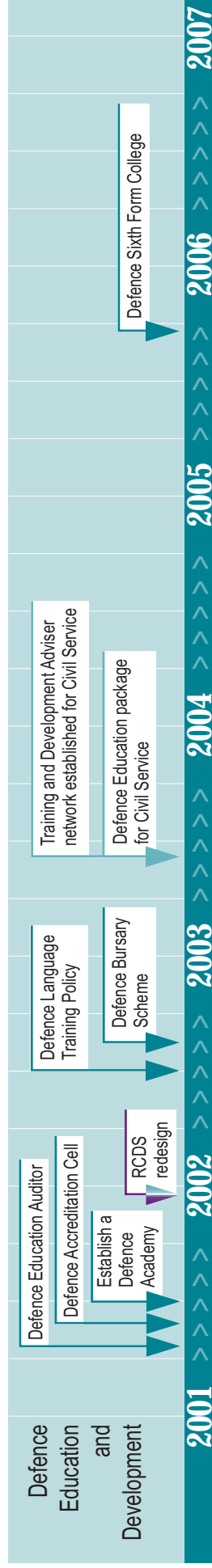
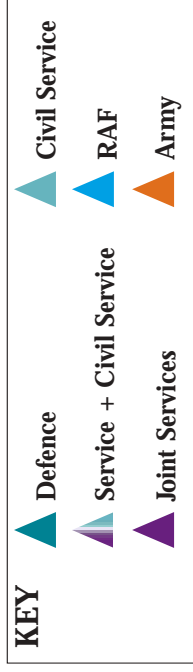
95. **Our proposals will result in a more focussed, cost-effective and forward-looking defence training and education system; a system with the capability and flexibility to help generate Armed Forces for the 21st Century which can operate, survive and win.**

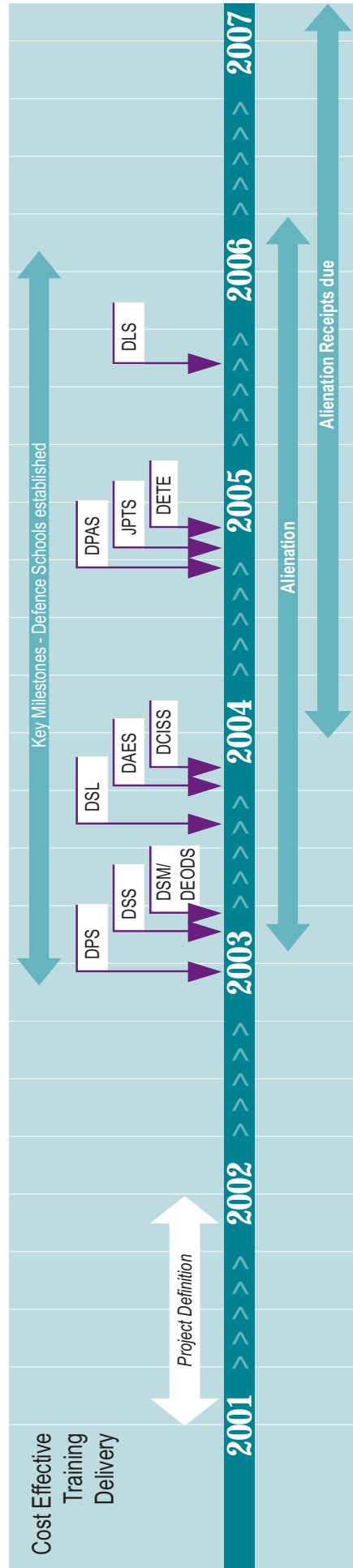
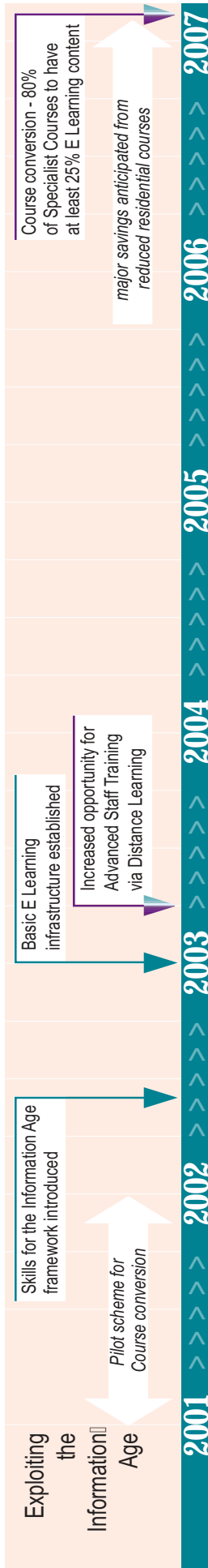
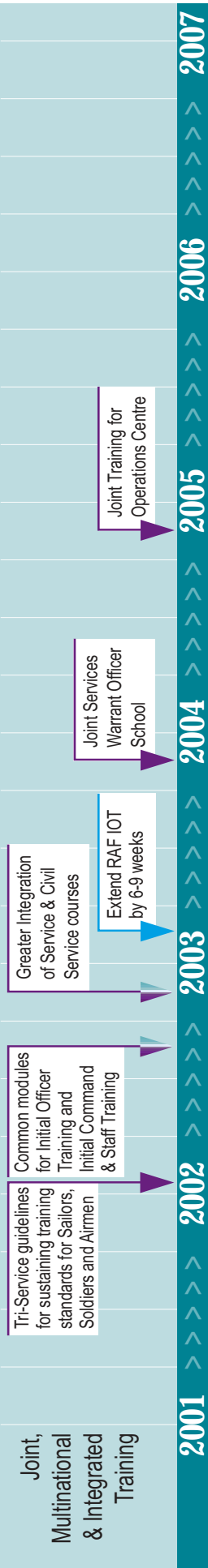


Joint operations in action

Annex A DTR Implementation Timeline

This diagram represents the DTR's major proposals and the key enablers set against the 7 main themes of the final report. The timescale shown is indicative only.





KEY	DPS	DSS	DSM/DEODS	DAES	DCISS	DSL	DPAS	Defence Petroleum School	Defence Security School	Defence School of Munitions/Defence EOD School	Defence Aeronautical Engineering School	Defence CIS School	Defence School of Languages	Defence Pay & Administration School	JPTS	DETE	DLS	Joint Police Training School	Defence Engineering Training Establishment	Defence Logistic School
	-	-	-	-	-	-	-													

