

# **JSP 822**

## **Part 3: Chapter 1**

# **Training Management Policy**

## **The Governance of Joint Training and Education Requirements**



**Training Education Skills and Resettlement Division**

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## INTRODUCTION

1. Training and Education (T&E) are inextricably linked and complementary aspects of the learning process. They underpin the people component of operational capability and prepare the Armed Forces, MOD civilians and selected Defence industry staff to respond to the range of tasks they may be called on to undertake. They also contribute much to the Department's reputation as an employer of choice.
2. T&E are essential parts of equipping our personnel with the knowledge, skills, and attitudes needed for modern battle-winning forces to succeed and for the range of other Defence business tasks that our people are required to carry out. Training develops an individual's knowledge, skills, and behaviour for particular roles through regular practice and instruction. Education develops an individual's intellectual capacity, knowledge, and understanding; it equips them to come to reasoned decisions, judgements, and conclusions. Education makes action more intelligent, particularly in unpredictable and complex circumstances and situations. The inculcation of the relevant ethos and values is a crucial element of all training and education across the Armed Forces and the Defence Civil Service. Together, T&E make a vital contribution to operational and business effectiveness, the fighting spirit, and the professional and personal development of all our people.
3. In Defence, T&E is conducted in a variety of single Service, Joint, and Defence Training settings<sup>1</sup> and is delivered by a mix of military, civilian, partner, and other commercial training providers. It is, therefore, essential that this Defence Policy takes account of these relationships.

## AIM

4. The aim of this Policy is to provide a governance framework for:
  - a. Determining Joint training requirements;
  - b. Identifying training solutions to meet those requirements; and
  - c. Delivering those training solutions.

## SCOPE

5. This framework is to be applied to the management of the Training Defence Line of Development (Trg DLoD) in all cases where Joint T&E is delivered as part of capability<sup>2</sup> development or policy implementation. Joint, in this context, means a discrete capability involving more than one of the four Services within Defence (the Naval Service, Army, Royal Air Force, and the Defence Civil Service). This policy provides direction to all those who are accountable for the delivery of a Joint capability or the implementation of a Defence policy for which a T&E solution is required. It applies to all practitioners employed within the Regular Forces, the Reserves, MOD civilians, and Industry who are engaged in the delivery of T&E solutions to meet a Joint

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<sup>1</sup> The term includes: Training Establishments, Defence Colleges, Civilian Colleges, and Contractors' facilities.

<sup>2</sup> Within the context of this Policy, the term capability also describes IT&E outputs and activities, which in themselves may not generate capability (i.e. Physical Education, Equality and Diversity, Shooting Policy etc).

requirement. This paper sets out the structure within which Defence Board decisions on long-term strategy, direction and organisation of Joint T&E across Defence are implemented to meet operational requirements and deliver specific capabilities.

6. Single Services are to have effective governance structures in place for single Service T&E that are compliant with this policy, although it does not prescribe single Service processes and each Service retains responsibility for setting requirements and delivering training unique to its needs. In addition, this policy does not prescribe the way in which Joint establishments manage the competing priorities of delivering single-Service T&E. This remains a function of the appropriate Customer Executive Board (CEB).

## PRINCIPLES

7. **Defence Systems Approach to Training Quality Standard.** The Defence Systems Approach to Training Quality Standard (DSAT QS)<sup>3</sup>, a BSI-endorsed 'private standard' based on the provisions of BS EN ISO 9001:2000, is to be applied across all Defence training. The DSAT QS describes a management framework for an agile training system that can be responsive to feedback from evaluation of the trained output and directly from operational experience through the Defence Lessons Identified Management System.

8. **Through Life Capability Management.** The principles of Through Life Capability Management (TLCM)<sup>4</sup> are to be applied to the development of training that falls within the scope of this policy, whether equipment-related or not. Whilst these principles are rooted in equipment acquisition, they are equally applicable to all capabilities that require a training and/or education solution.

9. **Accountability.** A key tenet of this policy is visible and active accountability for the full implementation of a capability or policy, including any required T&E solution arising from the Trg DLoD. Within the scope of that accountability for the Trg DLoD, is the determination of the performance requirement for individuals, expressed as an Operational Performance Statement (OPS) or Competency Framework (CF) and provision for the design, delivery, evaluation and acceptance of the T&E solution. The functions of requirements setting, design, and delivery of training are complementary, and not hierarchical, tasks. When combined, through the Management of Training System prescribed by the DSAT QS, they result in the delivery of effectively trained people to the end user. Accountability is relatively easy to identify for single Service capabilities, as ownership of these processes may rest wholly within a single-Service HQ<sup>5</sup>; but can be more difficult to resolve for complex Joint capabilities. Despite this, there must be clear accountability for identifying the Joint Requirement and the "Owner", since even when ownership of the Trg DLoD for a Joint capability is delegated to a Lead Service or a Joint Command, delivery against that requirement may fall to a variety of training organisations across Defence<sup>6</sup>.

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<sup>3</sup> JSP 822 Part 4: DSAT QS 001:2008 dated Dec 08.

<sup>4</sup> latest release of TLCM policy, information and guidance can be accessed on the Acquisition Operating Framework (AOF) website through the MOD RLI internet network ([www.aof.dii.r.mil.uk](http://www.aof.dii.r.mil.uk)) or the world wide web ([www.aof.mod.uk](http://www.aof.mod.uk))

<sup>5</sup> For example HQ 22 (Trg) is responsible for setting the requirement for and delivering RAF Phase 1 Trg.

<sup>6</sup> CBRN is a good example; the Defence Requirement is owned by DCDS (Cap), through Jt Cap AH FP, whilst delivery is the responsibility of the single Service Training Delivery Authorities.

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## GOVERNANCE STRUCTURE

10. The Defence T&E Strategy (DTES) and Civilian Workforce Strategy (CWS) are Sub-Strategies of the Strategy for Defence. The policy for the governance of Defence T&E is compliant with, and supports both sub-strategies. Authority is vested in the MOD top level governance structures.

### Top-Level Governance Structures

11. The Defence T&E governing bodies are responsible for directing T&E in accordance with Defence Strategic Direction, prioritising requirements and resources, implementing policy, and assuring processes and procedures.

12. The Defence T&E top-level governance structures are as follows. A Construct Diagram is available at Figure 1 and provides an overview of the relationships between the various groups:

d. **Defence Training Board (3\*)**. The Defence Training Board (DTB) provides *strategic* direction and guidance on *all* Defence Training and Education (T&E) matters, in accordance with the direction of the Defence Board, against the background of current Defence policy. From an MOD perspective, the DTB thus brings together the cross-cutting training responsibilities for DCDS (Pers& Trg); DCDS (Ops)<sup>7</sup>, DCDS (Cap) as well as the single-Services, civil service and other key stakeholders. The DTB is chaired by DCDS (Personnel and Training).

e. **The Defence Individual Training and Education Co-ordination Group (DITECG) (2\*)**. DITECG is the forum for directing Defence individual T&E business. It takes its direction from the DTB.

f. **Joint Action Policy Board (JAPB) (2\*) and Defence-wide Lessons Reference Group (DwLRG) (2\*)**. The Joint Action Policy Board (JAPB) and Defence-wide Lessons Reference Group (DwLRG) are key forums that shape the future Defence collective training requirement.

g. **Skills Strategy Programme Board (SSPB) (2\*)**. The SSPB provides direction for the future Skills Strategy for civilians, and for those military personnel requiring training to meet the department's business processes. It comprises representatives from TLBs, Process Owners, Skills Champions, Heads of Profession, and the Defence Academy. The SSPB reports to the process owner for the civilian HR function.

h. **Training and Education Policy Group (TEPG) (1\*)**. The TEPG is the forum charged with implementing the Defence T&E strategy and direction endorsed by the DTB and 2\* subordinate groupings. T&E issues can be introduced via the TEPG for governance decisions at the appropriate level.

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<sup>7</sup> The Defence Training Board (DTB) ensures coherence between individual and collective training, although DCDS(Ops) is solely responsible to VCDS for joint collective training.

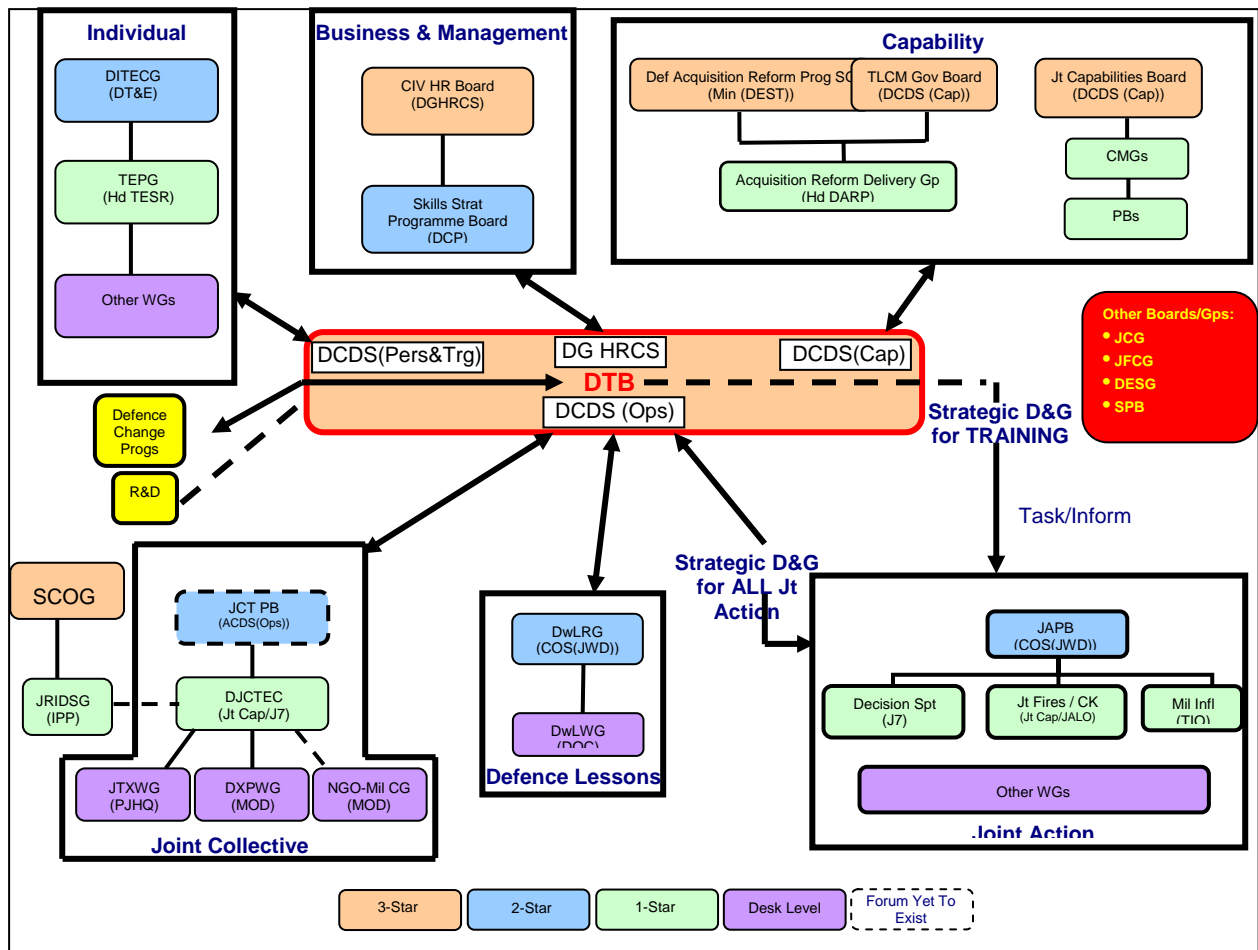


Figure 1: Defence Training Board Construct Diagram

13. A schematic for the overall Governance of Joint T&E is at Annex A which highlights the distinction between requirements setting and the training delivery function. Overall direction and guidance is provided by a suitably configured DOB (which usually includes the DTB members) established by 2PUS and VCDS to action a specific T&E issue or the regular DTB. Below the DOB, there is a separation between governance of the 'Requirements Setting' process and governance of 'Training Delivery', with separate lines of responsibility for each. Requirement setting, in the context of this policy, is ultimately the responsibility of the relevant capability or policy sponsor, but it is likely to be routinely delegated to the nominated Trg DLoD lead for that capability or policy. Governance of T&E delivery is discharged through the 2\* Defence Individual Training and Education Coordination Group (DITECG) acting on behalf of the Principal Personnel officer, and the 1\* Training and Education Policy Group (TEPG).

**MANAGEMENT OF TRAINING SYSTEM (MTS)**

14. The MTS is where the Requirements and Delivery governance chains meet. It is regulated through a system of CEBs, chaired by the relevant TDAs, which oversee the delivery of trained personnel to the End User. The CEB is the "first line" for the resolution of conflicting priorities in training schools.

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## REQUIREMENTS SETTING

15. Once a change in operations/business need<sup>8</sup> has been identified, and the need for a training intervention established, the DSAT QS demands that all training be derived from an analysis of the operational/workplace requirements. A principle of TLM is that this is done as part of the long-term overall delivery strategy. The key roles involved in the management of the Trg DLoD are as follows:

a. **The Owner.** This is the individual accountable for delivery of a specific capability or implementation of a specific policy. They may be described as a “Senior Responsible Officer”, “Process Owner”, “Single Point of Accountability” or simply the relevant senior officer responsible for the implementation of a specific policy – their title is unimportant; their role is crucial. In most cases, the Owner will be at 1\* level or above, and should be easily identifiable by function. However, if a clearly defined and 3\*-approved Joint requirement emerges<sup>9</sup> for which there is no immediately obvious Owner, then the DITECG, on behalf of the DOB(Trg) or DTB, will be tasked to make recommendations for appointment of an appropriate Owner. The Owner is then responsible for appointing an individual to manage the Trg DLoD and act as the Joint Training Requirements Authority (JTRA). However, whilst the JTRA will manage the TLM process, the ultimate “decider” in the process will be the Owner.

b. **JTRA.** The JTRA is responsible to the Owner for the management of the Trg DLoD<sup>10</sup> and for the successful implementation and integration of any required T&E solution. The key principle is that wherever the JTRA sits within the command structure, they are acting both on behalf of the Owner and the End User. The JTRA is responsible for ensuring that the following functions are delivered for the Trg DLoD:

- (1) Analysis to determine the performance required of an individual by the End User – commonly expressed within the MOD as an OPS or through a CF;
- (2) Identification of an T&E solution, where analysis of the performance standard indicates a training or education gap;
- (3) Development and maintenance of the specific T&E policy required to enable and maintain the solution.
- (4) Securing the resources required to deliver any T&E solution;
- (5) Where sufficient resource cannot be secured, or headroom through re-prioritising other training outputs, identification, communication and management of the consequent risks; and
- (6) Evaluation of the output of the T&E solution to ensure that the Requirement is being met

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<sup>8</sup> Ibid Paras 4.2.3 and 4.3d

<sup>9</sup> E.g. The Joint Requirement for a more coherent approach to Air Land Integration Training and Education was initiated by the Action Plan that followed a Directorate of Operational Capability Audit in 2008.

<sup>10</sup> The Trg DLoD is defined as “The provision of the means to practise, develop, and validate, within constraints, the practical application of a common military doctrine to deliver a military capability”.

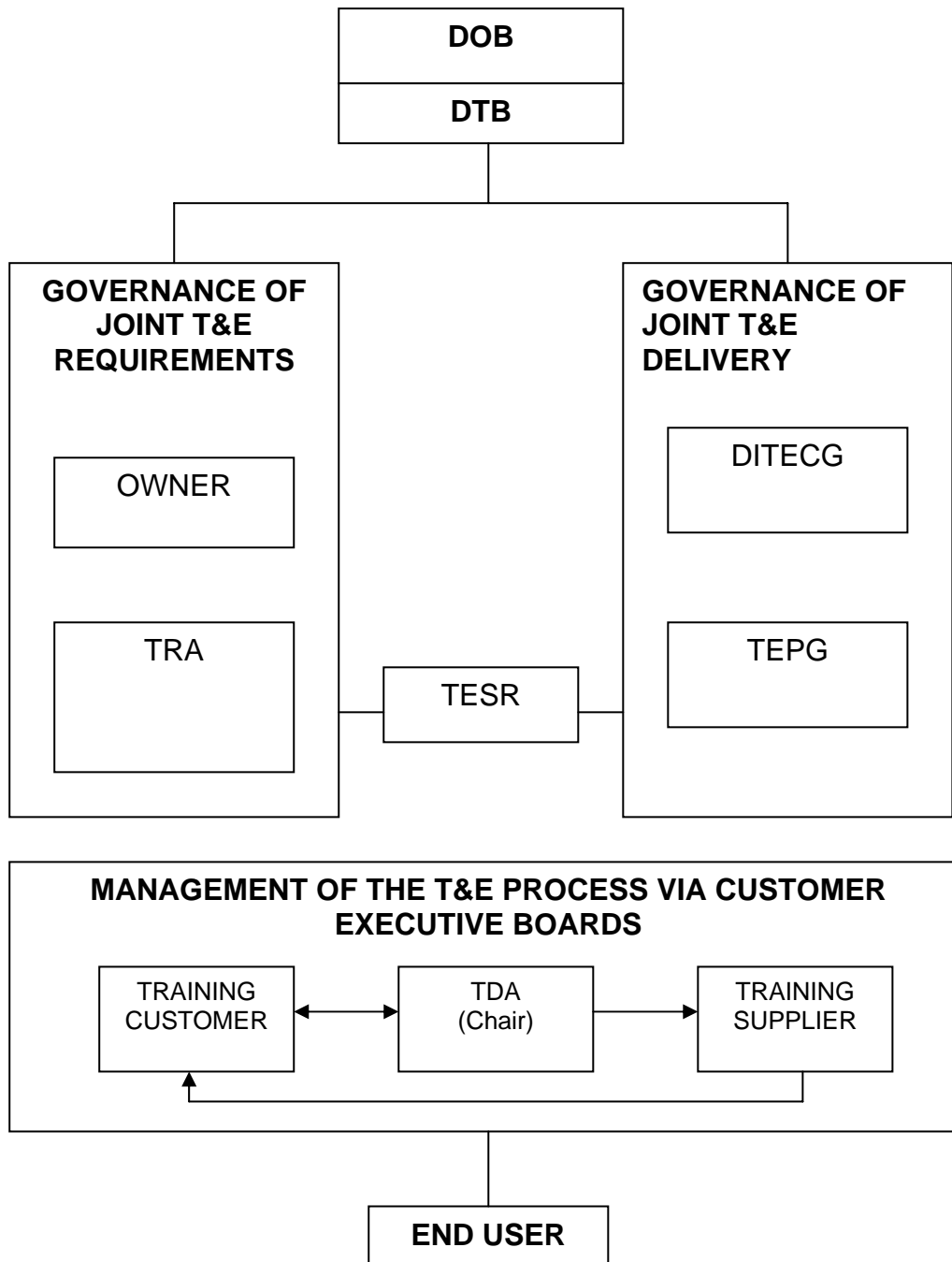
c. The JTRA has a key “deciding” and “directing” role on behalf of the Owner, and the End User. It will need to coordinate all relevant stakeholders, including the single Service employers, TRAs and the TDAs. In most cases a single Service TDA will manage the design and delivery of the T&E solution. Similarly, the JTRA will likely use many of the single Service TDA’s facilities to support the development of the Trg DLoD; however, the JTRA is not constrained to use those facilities but must seek best value for money in discharging its responsibilities, including the possible use of 3rd party contractors. The specific roles and responsibilities of the JTRA are at Annex B.

Annexes:

- A. Governance of Joint Individual Training and Education.
- B. Roles and Responsibilities of the Joint Training Requirement Authority.



**GOVERNANCE OF JOINT TRAINING AND EDUCATION**



## ROLE AND RESPONSIBILITIES OF THE JOINT TRAINING REQUIREMENT AUTHORITY

### Defining and Reviewing the Requirement.

- 1. The Requirement.** The Requirement forms the basis for any capability. From it flows the need to address the DLoDs and hence the need to appoint a JTRA to act as the Trg DLoD Manager. Where it does not already exist, for Joint projects, the JTRA will direct the analysis of the performance requirement as it affects the people required to deliver the capability, and codifies it in the form of an OPS or a CF. The JTRA then directs and approves the solution (which may or may not involve a new T&E intervention and could include the use of external to MOD providers). In order to define the Requirement, the TRA will need to consult all of the relevant stakeholders involved with the delivery of the capability. This must be operator-led and will require engagement with the End Users, the Training Customers, and the Training Suppliers. If appropriate, representation should also be sought from other stakeholders that may influence both the Requirement of the individual and the subsequent T&E solution, such as those responsible for other Training policies<sup>1</sup>, Collective Training and, if appointed, the relevant Skills Champion<sup>2</sup>. The People DLoD Manager should also be represented (as detailed below). This process provides a coherent approach to delivering the qualitative component of a training and/or education solution and ensures that it is not delivered in isolation.
- 2. The People DLoD.** The People DLoD provides the mechanism/process through which the Training Customer, who is responsible for providing trained people in the appropriate quantities and in a timely manner to the End User, will determine the Statement of Trained Requirement. It is the joint input of the People and Trg DLoDs that will lead to the Training Customer being able to task the Training Supplier through the CEB/TDA. This process ensures that the JTRA remains responsible for the qualitative element, whilst the People DLoD, representing the Training Customer, feeds the quantitative element.
- 3. The Solution.** If a training and/or education solution is required, the JTRA will need to approve the Formal Training Statement (FTS)<sup>3</sup> and decide how it is to be delivered. This is critical, as in some cases, professional governance issues may require the solution to be delivered externally to the MoD<sup>4</sup>. However, whilst the JTRA is responsible for approving the FTS, it will be the TDA and the Training Suppliers that perform the detailed work and suggest the solutions, because that is where the training

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<sup>1</sup> For example, inter alia Supervisory Care in Phase 1 and 2, Law of Armed Conflict, Armed Guarding, Equality and Diversity, Cultural Awareness, Armed Forces Basic Skills Policy etc.

<sup>2</sup> Skills Champions provide a functional, strategic overview of business critical issues to inform top level discussion with Corporate HR Process Owners and in particular the Personnel Director as Process Owner for Civilian Workforce.

<sup>3</sup> This is an amalgam of the Training Performance Statement, the Workplace Training Statement, and the Residual Training Gap Statement.

<sup>4</sup> For example, Defence Nursing training is provided by Birmingham City University through the Defence School of Health Care Studies.

development expertise resides<sup>5</sup>. In some cases, for specific and complex Joint Requirements, the Defence Centre of Training Support (DCTS) may fulfil this function and provide a consultancy role to the JTRA<sup>6</sup>. Other single Service training development assets also exist, but it is important to note that a JTRA cannot automatically task these assets, but may request their use through the relevant Command chain, if resources allow.

4. **Training Policy.** The JTRA, on behalf of the Owner, is the T&E policy lead for a specific capability and this can be managed through the same stakeholder engagement that sets the Requirement. This policy should include the implementation (in terms of timing and/or location) of the solution and the TLM of the policy to ensure that it remains current and relevant. Implicit within this process is the subsequent evaluation of the trained output. The approvals process for Joint T&E policy will lay within the specific capability area, with final endorsement being given at the Owner level<sup>7</sup>. If there are specific areas of competing conflicts/priorities or other issues that cannot be resolved through stakeholder engagement at the working group level, they should be raised to the Owner for resolution. Where a policy has strategic impact that merits 2-Star attention, where significant resource issues arise, or, exceptionally, when consensus across competing TRAs/TDAs cannot be achieved, resolution should be sought from the DITECG. Within the single-Service context, a clear governance structure must be created to resolve similar issues and in such cases, sS organisations must clearly nominate an appropriate arbiter.

5. **Funding.** It is the role of the JTRA to identify and secure the necessary resource to deliver the training/education solution. Within equipment based projects, it is important to ensure adequate funding is identified as early as possible as part of the overall programme costs. Whilst single-Service non-equipment based requirements may be resolved internally, the resourcing of Joint Requirements could be extremely complex, particularly when the JTRA does not own all of the funding lines that deliver the subject Capability requirements. When this situation exists (in most cases), the JTRA has a key coordinating role and will need to negotiate with the single Service TRAs and TDAs<sup>8</sup>. This is especially important if there is need either to secure new funding or create headroom through re-prioritising other training outputs. Effective stakeholder engagement is vital and in many non-equipment based cases, issues may be resolved at the working group level. This may require compromise from the JTRA, in terms of output standard, delivery method, and timing of delivery, or the single Service TRA, TDA/CEB in terms of reallocation of time and funds<sup>9</sup>. Where significant new resource is required programming action may need to be proposed to the Owner. Moreover, it is the Owner who will be responsible for resolving any cross-Service conflicts of interest, and if necessary raising it through the DITECG to the DOB/DTB for

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<sup>5</sup> Complex Joint Requirements that will be delivered within a number of different single Service Schools may require an appropriate WG to be established to ensure that all single Service and Joint requirements are being met.

<sup>6</sup> For example DCTS conducted a Training Needs Analysis on behalf of the Defence Languages Capability Working Group. It should be noted however, that is a secondary function of DCTS and is depended upon manpower availability and task levels. DCTS is to be tasked through Hd TESR.

<sup>7</sup> An example is the Joint Logistics Training Requirement that was produced by D JSC as the nominated Joint TRA and approved by the Defence Logistics Board chaired by CDM who is the Process Owner. The final product was JSP 896, the Def Logs T&E Handbook.

<sup>8</sup> Examples include: Joint CBRN Policy, Defence Logistics Training, Equality and Diversity, Law of Armed Conflict, Physical Education etc.

<sup>9</sup> The solution to a complex requirement could be relatively simple to implement by modifying existing Training Objectives or making minor adjustments to content or the training programme.

resolution.

6. **Risk Management.** The JTRA has a role in managing the Trg DLoD risks on behalf of the Owner. Where a JTRA is reliant upon other TDAs outside his Chain of Command to resource the solution, or where there are competing priorities from other TRAs that cannot be resolved, the attendant risks of not delivering must be identified and exposed to the Owner. It is fundamental that if any solution cannot be resourced and delivered, the risk of non-delivery must be quantified and highlighted by the JTRA to the Owner, who ultimately owns that risk.

7. **Evaluation of Output.** The JTRA is responsible to the Owner, for ensuring that requirement remains valid and relevant. Moreover, it is also necessary to ensure that the output standard of the individuals receiving T&E is sufficient to meet the declared requirement. This process, along with the Continuous Improvement regimes implemented by the Training Deliverers, ensures the robust TLM of the capability.

Appendix:

1. The Roles of the JTRA.

## Roles and Responsibilities of the JTRA

