

# A Sector Skills Agreement for the Justice sector

Wales





**Skills for Justice** works in partnership with employers and other key partners to ensure that all those who work in the Justice sector are equipped with the right skills, at the right levels, to enable them to be productive, effective and efficient.

Uniquely in the Justice sector, Skills for Justice works across the whole Justice sector and across the whole of the United Kingdom. By providing a coordinated approach to skills issues, we are helping join up a number of diverse organisations and services and overcome barriers that have hampered effective service in the past.

The plans presented in this Sector Skills Agreement (SSA) are a response to the demands of all our employers. Over the next 12 months, we will focus on delivering the actions within these plans, across the UK nations and the strands within the Justice sector, in order to affect real change for workers at all levels.

There are significant challenges ahead, both for Skills for Justice, in terms of Leitch Implementation and the changing demands of devolution in Wales, Scotland and Northern Ireland, as well as for the sector itself, with intense public scrutiny and increased pressures on all aspects of the Justice system. This SSA represents a significant step towards working together, with employers, stakeholders and employer organisations, to assist the sector in identifying skills and learning needs and to develop practical but creative solutions to improve the skills of the workforce.

I would like to take this opportunity to thank all of those involved in helping us get to this point, where we have a clear and defined set of actions that will improve the skills and performance of the Justice sector for the benefit of all.

**Alan Woods OBE**  
Chief Executive Officer  
Skills for Justice

# Foreword

To deliver their objectives, individual parts of the Justice sector have been working in isolation. Over the last few years the sector has been encouraged to work with, and across, other agencies in order to reduce crime and re-offending, to improve the experience for victims and witnesses when encountering the Justice system, and to reduce the fear of crime.

Through the development of the Sector Skills Agreement (SSA), Skills for Justice has provided the sector with the opportunity to work collaboratively on common skills issues to provide common solutions. There has been consultation on this across the sector and the Wales Country Group have coordinated and shaped the Agreement. The SSA for Wales has provided a unique opportunity for key employers and stakeholders across the country to influence the skills, knowledge and understanding of the current and future workforce in the Principality.

John Griffiths, the Deputy Minister for Skills at the National Assembly, said at the launch of our SSA:

“The Sector Skills Agreement marks the start of a new journey towards achieving our aspiration for a world-class skills system here in Wales. This is not simply about developing sustainable policy – but it is also about providing consistent and deliverable action to ensure we unlock the potential of Wales’ people by enhancing their skills. We must equip individuals with the skills needed for employment and the skills needed for business.

Skills for Justice are looking to link development of Police Cadetships into 14–19 provision and the Welsh Bacculaureate Qualification and support the implementation of the employer-led aspects of the Welsh Bacculaureate.”

Skills for Justice will continue to build the strong relationships established during the SSA process throughout Wales to ensure that this programme of change is both sustainable and credible.



**Ken Gilliver,**  
Chair of the  
Wales Country Group

# Contents

|   |           |  |           |
|---|-----------|--|-----------|
| <b>Executive summary</b>  | <b>06</b> | <b>6. Collaborative solutions</b>  | <b>51</b> |
| <b>1. Introduction</b>  | <b>11</b> | The development of a multi-agency working qualification framework                                  | <b>52</b> |
| <b>2. Shaping a Justice sector of the future – Skills Management Strategy</b>                         | <b>13</b> | Raising the profile of the sector: entry level skills  | <b>53</b> |
| <b>3. Summary of demand evidence base – Stage One Wales</b>   | <b>19</b> | Raising the profile of the sector: Careers Information, Advice and Guidance                        | <b>55</b> |
| <b>4. Summary of the supply picture – Stage Two Wales</b>   | <b>25</b> | Management and Leadership Action Learning Sets   | <b>57</b> |
| <b>5. Key Issues in Gap Analysis – Stage Three Wales</b>  | <b>31</b> | Toolkit to support the implementation of National Occupational Standards within the Justice Sector | <b>58</b> |
| Attracting a diverse workforce  | <b>32</b> | Increasing assessor skills, capacity and provision   | <b>60</b> |
| Clear career routes in the sector   | <b>34</b> | Development Awards   | <b>62</b> |
| Equipping people with the right skills for the Justice sector   | <b>36</b> | Improving the LMI Base – LMI collection and use  | <b>63</b> |
| Leadership and management – driving change and improving performance                                  | <b>37</b> | Working with Children and Young People   | <b>64</b> |
| Sharing and securing information – ICT in practice  | <b>38</b> | ITQ & e-skills passport  | <b>66</b> |
| Working with children and young people  | <b>40</b> | Managing Justice Sector Qualification Framework  | <b>67</b> |
| Dealing with changing social pressures – Anti social behaviour, substance misuse and community safety | <b>41</b> | <b>Annexe 1</b>  |           |
| Ensuring equality – human rights, race and diversity  | <b>43</b> | Overarching Review and Monitoring Arrangements   | <b>71</b> |
| Recognising and Retaining skills  | <b>44</b> | <b>Annexe 2</b>  |           |
| Working with external providers   | <b>45</b> | Employers consulted  | <b>73</b> |
| Performing to targets - Increased scrutiny and performance management                                 | <b>46</b> |  |           |
| Best value and the public purse   | <b>47</b> |  |           |
| Improving the LMI Base  | <b>48</b> |  |           |

# Executive summary

The Justice sector around the UK comprises approximately half a million employees, across five major strands of activity: Policing and Law Enforcement, Community Justice, Courts, Prosecutions and Custodial Care. Some sector strands are represented by a relatively small number of large organisations, eg four police forces in Wales, whereas the Community Justice strand also has a large number of small third-sector and charitable organisations that are less visible.

The sector in Wales comprises 4% of the total UK employment for the Justice sector, equivalent to approximately 17,464 workers across all five sector strands. The Labour Force Survey estimates differ from the Labour Market Information (LMI) collected by Skills for Justice, with Wales again representing a 4% share (22,392 employees). The variance between the two figures is almost 5000 employees.

The sector in Wales is broadly similar to that across the UK, with a concentration of small organisations in Community Justice, and larger organisations in Policing and Law Enforcement. The sector across Wales also broadly reflects that of the UK sector as a whole in terms of both gender and ethnic background. The sector employs more males than females (60% to 40%) with the majority being from white ethnic backgrounds (95%).

The Justice sector is central to the political and social environment in the UK and affects individuals' quality of life, sense of well-being and security.

In addition, the existence of a safe and low crime environment is critical to the UK economy. A wealth of diverse organisations in the sector, although operating to individual remits, work towards the same broad purpose – the creation and maintenance of a safe, just and stable society.

The sector is a key aspect of political and social structures and is subject to significant change, not least that due to recent events, such as the 7 July London bombings, or changes in governance such as the recent restructuring of the Home Office and the creation of the Ministry of Justice. Devolution of powers to the Welsh Assembly Government on some, but not all, aspects of the Justice system further complicates the picture. The sector is also subject to high levels of scrutiny from the public, the media and governing agencies.

The Justice sector has been subject to considerable change over the past few years and is constantly in the public eye. Since 1997 an average of 44

Parliamentary Acts have been passed each year, in total more than 400 since the Labour administration began. These vary in size and scope and in their impact on the Justice sector. Many have had a direct impact on the way in which the various strands of the Justice sector carry out their work.

Some of the key, and interrelated, drivers of change within the sector, which determine labour demand and skills, include economic and social change: for example, employment and unemployment, the distribution of wealth and the changing demographic structure.

There have also been changes in the patterns of crime, with implications for prevention, detection and sentencing; for example drug abuse, theft, terrorism and e-crime. The legislative framework has had to adjust accordingly by necessity, with new legislation to address crime and Justice patterns. These have had a knock-on effect for the delivery of Justice services and the interface between the statutory, private and non-statutory sectors.

### Skills Needs Analysis

Skills needs identified in Stage One of the Skills for Justice SSA highlight this atmosphere of constant and often radical change, with a vision for the future of efficiency and effectiveness across all services. Focuses on performance across the sector, the improvement of public perception and confidence in the system, and the delivery of a seamless experience of the system, are all at the core of workforce development issues.

Specific skills issues outlined in the **Stage One Skills Needs Analysis for England and Wales** concerned

- multi-agency working
- management and leadership skills
- performance and quality management
- change management
- financial and resource management
- risk management
- commercial skills in contracting and procuring
- ICT and computing
- race and diversity.

All these aspects are considered in the context of increased focus on performance in light of budgetary constraints.

### Learning supply

Following the Skills Needs Analysis, Skills for Justice undertook significant research into the supply side of the sector. As outlined in **Stage Two Summary of Learning Provision for England and Wales** the vast majority of employers within the Justice sector provide training for their employees.

The focus is predominantly on training at entry level for specialist employees such as police officers or probation officers, and initial training ranges from a few weeks to over a year.

An enormous amount of time, money, resources and planning are focused on induction and probationer training within the sector. Nonetheless, in mapping training for continuing skills development for employees within the sector, Skills for Justice found little evidence of strategic planning for development. Given the low turnover of employees within substantial areas of the sector, this is of concern.

### Skills Management Strategy

Skills for Justice has developed a Skills Management Strategy (SMS) that seeks to assist the sector in addressing structural issues of provision as well as providing a mechanism for addressing immediate skills issues, such as those identified in Stage One of the SSA.

The SMS provides an overarching vision for workforce development in the Justice sector, enabling both external providers of skills and the demand side to focus on key issues of Continuing Professional Development (CPD), entry level skills, quality assurance of performance and the recognition of the skills of the workforce. These are all areas that have been highlighted as issues for the sector through the research undertaken as part of Stages One and Two. The four main areas of the SMS have enabled the issues arising from an analysis of the findings of the intelligence phase to have a specific focus, leading to targeted solutions as shown in the table over the page.

An analysis of the findings from Stages One and Two of the SSA has identified the following key gaps and weaknesses in the Justice sectors workforce development capability. These are examined in more detail in the main body of the Stage Three documents.

| SMS                       | Issue   | Solution(s)  |
|---------------------------|---|--|
| <b>Skills Entry</b>       | Attracting a diverse workforce  | <ul style="list-style-type: none"> <li>– Raising the profile of the sector: Information Advice and Guidance (IAG) and entry-level skills</li> <li>– Improving the LMI base</li> </ul>  |
|                           | Clear entry routes into the sector  | <ul style="list-style-type: none"> <li>– Raising the profile of the sector: IAG and entry-level skills</li> <li>– Improving the LMI base</li> <li>– Managing Justice Sector Services qualification framework</li> </ul>  |
| <b>Skills Development</b> | Equipping people with the right skills  | <ul style="list-style-type: none"> <li>– National Occupational Standards (NOS) toolkit</li> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– Improving the LMI base</li> <li>– Multi-agency working</li> </ul>                           |
|                           | Leadership and management – driving change and improving performance                                  | <ul style="list-style-type: none"> <li>– Action Learning Sets</li> <li>– Managing Justice Sector Services qualification framework</li> <li>– Improving the LMI base</li> </ul>   |
|                           | Sharing and securing information – ICT in practice  | <ul style="list-style-type: none"> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– NOS toolkit</li> <li>– ITQ and E Skills Passport</li> <li>– Improving the LMI base</li> </ul>  |
|                           | Working with children and young people  | <ul style="list-style-type: none"> <li>– Multi-agency working</li> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– NOS toolkit</li> <li>– Improving the LMI base</li> </ul>   |
|                           | Dealing with changing social pressures – anti-social behaviour, substance misuse and community safety | <ul style="list-style-type: none"> <li>– Multi-agency working</li> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– NOS toolkit</li> <li>– Raising the profile of the sector – improved IAG</li> <li>– Improving the LMI base</li> </ul> |
|                           | Ensuring equality – human rights, race and diversity  | <ul style="list-style-type: none"> <li>– Improving the LMI base</li> <li>– NOS toolkit</li> <li>– Action Learning Sets</li> </ul>  |
|                           |   |  |

| SMS                      | Issue   | Solution(s)   |
|--------------------------|---|---|
| <b>Skills Transfer</b>   | Recognising and retaining skills                                      | <ul style="list-style-type: none"> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– NOS toolkit</li> <li>– Increasing assessor capacity</li> </ul>                          |
|                          | Working with external providers                                       | <ul style="list-style-type: none"> <li>– NOS toolkit</li> <li>– Raising the profile of the sector: entry-level skills</li> <li>– Flexible competence-based qualifications (Development Awards)</li> </ul> |
| <b>Quality Assurance</b> | Performing to targets – Increased scrutiny and performance management | <ul style="list-style-type: none"> <li>– Action Learning Sets</li> <li>– Managing Justice Sector Services qualification framework</li> <li>– Improving the LMI base</li> </ul>                            |
|                          | Best value and the public purse                                       | <ul style="list-style-type: none"> <li>– Increasing assessor capacity</li> <li>– Improving the LMI base</li> </ul>  |
|                          | Improving the LMI base  | <ul style="list-style-type: none"> <li>– LMI working group for Wales</li> </ul>   |

A range of 10 solutions for action across the Justice sector were developed and market tested with employers. These are listed below in terms of short-term, medium-term and long-term priorities for the sector, in line with employer feedback and commitment to action.

| Timeline                      | Solutions   |
|-------------------------------|---|
| <b>Year One (short-term)</b>  | <ul style="list-style-type: none"> <li>– Multi-agency working qualifications framework</li> <li>– Raising the profile of the sector – entry routes</li> <li>– Raising the profile of the sector – IAG</li> <li>– Action Learning</li> </ul> |
| <b>Year Two (medium-term)</b> | <ul style="list-style-type: none"> <li>– Development of an NOS toolkit</li> <li>– Increasing assessor skills capacity and provision</li> <li>– Development Awards</li> </ul>  |
| <b>Year Three (long-term)</b> | <ul style="list-style-type: none"> <li>– Children’s Workforce Network and IQF</li> <li>– E-Skills Passport and ITQ</li> <li>– Managing Justice Sector Services qualification framework</li> </ul>   |

**“SSAs will help in delivering on the Skills for Business Network’s strategic objectives.”**

# 1. Introduction

Sector Skills Agreements (SSAs) are compacts between employers and providers/funders of training, facilitated by Sector Skills Councils (SSCs), which are intended to shape the supply of relevant learning provision to the sector and to raise employers' commitment to skills training. SSAs will help in delivering the Skills for Business Network's strategic objectives of increasing productivity, addressing skills shortages and gaps, widening opportunities and making provision more responsive.

## **SSAs are underpinned by**

- a case for change
- a statement of priority issues for the sector
- additional employer investment and commitment
- agreement from government to re-allocate existing public resources.

## **The formulation of SSAs involves six key stages**

1. Assessment of current and future skills needs of the sector (Skills Needs Assessment)
2. Assessment of current learning provision available to the sector
3. Analysis of the gaps and weaknesses in current workforce development activity, based on Stages One and Two, leading to agreed objectives
4. Assessment of the scope and level of collaborative action and commitment of resources by employers and stakeholders
5. Development of a costed action plan with key delivery partners
6. Robust evaluation of the outcomes under the SSA with key partners.

**“Improved public service delivery is a top Government priority across the UK. The expectation of consistent high standards, combined with high levels of accountability, has lead to a stronger focus on skills and development in all areas of public service delivery.”**

## 2. Shaping a Justice sector for the future – Skills Management Strategy

Throughout the SSA, and in the course of Skills for Justice's engagement with employers across the UK, a number of key challenges for workforce development within the sector have been highlighted. While significant investment is made in learning and development across the sector, Skills for Justice was unable to identify consistent cross-sector mechanisms for identifying and responding to skills needs and workforce development demands.

In a sector where the pace of change is considerable, where many new initiatives, legislation and government recommendations have an impact on skills and workforce development, there was a perception that training was sometimes reactive rather than proactive, and that change 'happened' rather than being managed and implemented. Across the sector, this happens in services and individual agencies but there is little transfer of best practice and lessons learnt.

Through a focus on longer-term planning in the context of skills and workforce development, Skills for Justice has developed the SMS, which provides a framework for addressing specific skills needs, such as those identified in the early stages of the SSA. Rather than being seen as an imposed process, the SMS should be viewed as a way of looking at skills and workforce development that will assist the sector in planning for and anticipating change and the differing skills demands that it brings.

The SMS will also help to articulate need in the context of defined areas of skills development concerned with CPD, pre-entry and entry-level skills, continuing recognition and transfer of skills, and accreditation of prior experiential learning – all in light of robust and effective quality assurance. This is particularly relevant for CPD and the Accreditation of Prior Learning (APL) in a relatively static workforce, which is not set to grow more than 1%–2% over the next decade, and where employees need to be able to move freely around a sector, developing core and specialist skills where appropriate.

The skills of those delivering Justice sector services has a huge impact on the effectiveness of the entire system, and its workforce represents the Justice sector's most valuable asset in continuing to enhance performance and improve experience of the Justice system.

Improved public service delivery is a top Government priority across the UK. The expectation of consistently high standards, combined with high levels of accountability, has led to a stronger focus on skills and development in all areas of public service delivery. The Criminal Justice Sector is focused upon achieving the goals of reducing crime and creating a seamless criminal Justice service, ensuring that the needs of victims and witnesses are prioritised. Modernising the law, improving joint working between criminal Justice agencies and increasing the numbers of crimes brought to justice are some of the measures that the current Government has put in place to achieve these goals. Over the next 15 years, the pace of change is likely to increase and there is a long-term vision to create a single Justice service with clearer career pathways, supporting multi-lateral points of entry and exit, by rationalising entry requirements and creating comparable occupational standards and qualification frameworks.

<sup>2</sup>Skillsmark is an education and training quality mark for the Justice sector. This quality mark is awarded to those learning providers who meet the evaluation requirements of Skillsmark. It involves a two-step accreditation process involving recognition and endorsement: **Recognition** is the process which recognises and approves the systems that a provider has in place for the design, approval, delivery and review of programmes. **Endorsement** is the process which endorses individual programmes and courses as being high quality and fit for purpose. Programmes and courses must use the relevant National Occupational Standards, where they exist, and show evidence of employer involvement in their design. Learner feedback is obtained where appropriate within this accreditation process, as part of the evidence required.

## Components of the Skills Management strategy



Recently developed Human Resources (HR) tools, such as National Occupational Standards (NOS), qualifications based upon them, competency frameworks and quality management processes (eg Skillsmark)<sup>2</sup> are all being used to implement new patterns of learning and development. Most noticeable is the migration of development programmes away from long, centrally delivered courses to more flexible, distributed training delivered locally. Increased use is being made of external training providers, taking some of the load off sector employees and releasing them to undertake their 'proper' roles.

There is a need for a sector-wide strategic planning approach to address issues of consistency. This paper proposes that at the core of the Sector Skills Agreement is the development of a Justice Sector SMS to

integrate, coordinate and actively manage the skills of all those working in the Justice sector. It covers pre-entry training, skills development, management and quality assurance within the sector, and managed transfer of skills to other parts of the sector and to other sectors.

The component parts of the SMS are shown in the diagram above. The overall strategy will

- integrate the components in such a way as to ensure consistency
- address common issues
- improve mobility for individuals across the sector, and to and from other sectors
- provide robust quality assurance for skills throughout all parts of the sector.

## Quality assurance of skills

Whenever an organisation provides a service, quality assurance methods should be used to ensure that the service is of the required standard. This normally takes the form of procedural checks to see whether key procedures have been laid down and are being followed correctly. These checks can be carried out by internal partners, eg the Inspectorates or by external accrediting bodies.

In all but the most trivial of cases, it is not just the procedures that are important but the skills required of those carrying them out. In nearly all cases, however, skills are not considered and are not subject to quality checks.

In the Justice system, certain processes are of critical importance to secure a fair and just outcome. The skills of practitioners working in these areas will similarly be of critical importance. Consequently, the management of these skills is vital to the overall performance of the Justice sector.

In the same way that processes can be held up for external scrutiny and accreditation, so too can skills. Independent assessment of skills and their accreditation is done by awarding bodies, and success is recognised by conferring qualifications. These directly parallel procedural accreditation systems and together both aspects should form part of overall quality management. This is the basis of the business case for the use of qualifications.

When skilled services are procured from external agents, both procedures and skills should be quality assured in any system of regulation.

Both the Government and the public need to be assured of the skills knowledge and experience of Justice sector employees. To that end the Strategy needs to provide, support and promote mechanisms that

- assure the currency of employee skills and knowledge and make sure they are keeping up to date – this can be done through the development and operation of accreditation and registration systems
- ensure training provision is based on occupational standards and that provision matches employer needs
- assure the quality of learning and development provided by and to the Justice sector – the Skills for Justice Skillsmark service is one mechanism for doing this; newly developed, it must now be taken up and recognised as the key quality indicator when employers want to procure learning and development programmes
- assure the quality of Justice sector agencies' processes to recruit, retain and develop their employees – we are proposing a partnership with Investors in People to take this forward.

### **The development of a robust assessment infrastructure**

There is a high level of interest in the Justice sector in using the framework of NOS (which presently covers over 90% of the workforce) to formally assess employee competence in the workplace. This would lead usually to the award of a qualification (NVQ, SVQ or Development Award) but this formal, externally regulated and quality-assured assessment will also be required for the accreditation and registration of employees (they may well need to indicate their continuing competency against the NOS in order to remain registered).

This assessment also features in the proposed alternative approach to the promotion of police to the grades of sergeant and inspector. The external validation provided by working within an accredited awarding body's systems and processes and within their QA frameworks gives a proof of competency that would be defensible in court, where the skills and knowledge of a Justice sector practitioner to undertake certain tasks may be challenged by the defence.

This form of assessment is organised via assessment centres, which require the provision of trained and qualified assessors and verifiers. There are simply not enough assessment centres to go round, so there is not sufficient assessment capacity available to meet the demand. This is a particular problem for the third sector – individual agencies are generally unlikely to be able to afford and/or sustain the resource needed to operate an assessment centre for themselves. We are aiming to work with employers to encourage collaboration to establish a network of shared assessment centres.

### **Skills entry**

Given the imminent impact of demographic changes on all sectors, the Justice sector needs to ensure it has diverse and accessible entry routes for those joining all parts of the sector. Recruitment strategies for each part of the sector need to ensure that the right type of candidate is attracted to the sector, from wherever they currently operate. Although these strategies will perhaps be developed individually, there needs to be coherence across the Sector in order to ensure an effective start to the more mobile careers that will need to be supported in the future

Employers can work in partnership with education and training providers, using the National Occupational Standards to ensure that entry courses properly prepare those joining. Recent pilot studies in the police sector indicate that substantial savings (perhaps up to 80%) of the new police probationer training programme (IPLDP), could be delivered as pre-entry learning. In this example, the savings arise from

- reduction in the length of time taken to get individuals into productive service
- a reduction in drop-out rate from those discovering their choice of career was flawed
- release to other duties of the employees doing the training.

Other advantages, of a less financial nature, include

- opening the sector to more diverse entry routes
- more effective support of cross-sector career paths.

Apprenticeship schemes within the Community Justice Drugs and Alcohol arena are attracting new and diverse entrants and addressing skills shortages within the sector. Potential avenues to explore are the benefits of programme-led apprenticeships, where apprentices complete the technical certificate as full-time learners before being employed in the field.

Skills for Justice are looking at developing guidance around training contracts to make schemes such as the Apprenticeships more viable for employers in terms of financial investment, and to link increments to achievement of milestones within the Apprenticeship framework.

### Skills development

The benefits outlined above for pre-entry learning can be extended to many aspects of development for employees once they are working in the sector. There will, of course, be areas of specialism where development programmes must be delivered by those with specialist knowledge, or which require a closely controlled environment, but all other areas should be considered for a partnership approach to delivery.

All learning should be based on National Occupational Standards, where they exist, and successful development of skills recognised by qualification. Qualifications alone will not, however, ensure that skills are maintained and a system using professional/specialist registers can be put in place to ensure the active management of skills development.

Particular skills will be of critical importance to the sector in order for it to achieve its overall aim. Quality assurance of these skills has been outlined above. This is based on third-party accreditation, delivered by awarding bodies through the mechanism of qualifications.

Qualifications, therefore, would be an integral part of the regulatory structures used to control the delivery of externally procured services.

### Skills transfer

Skills transfer refers to the movement of employees across all the strands of the Justice sector, and to and from other sectors in the UK.

Flexible and truly demand-led learning and training opportunities also need to recognise the value of knowledge and experience from other sectors of the UK as well as other parts of the Justice sector itself. In actively managing the skills of those currently working in and entering the sector, consideration must be given to the accreditation of prior learning and the value of non-Justice-specific qualifications and experience.

Equipping all employees with the relevant skills to perform effectively in their job roles is as important as recognising the benefits to the Justice sector, and to other sectors, of encouraging and enabling the transfer of skills and knowledge from a range of employment backgrounds. A flexible but coherent approach to the accreditation of prior learning and employment experience will improve mobility for individuals across the sector and to and from other sectors.



**“The Justice sector is central to the political and social environment in the UK and directly affects individuals’ quality of life.”**

# 3. Summary of demand evidence base – Stage One Wales

The Justice sector is central to the political and social environment in the UK and affects individuals' quality of life, and sense of well-being and security. In addition, the existence of a safe and low-crime environment is critical to the UK economy. A wealth of diverse organisations in the sector, although operating to individual remits, work towards the same broad purpose – the creation and maintenance of a safe, just and stable society.

The Justice sector has been subject to considerable change over the past few years and is constantly in the public eye. Since 1997 an average of 44 Parliamentary Acts have been passed each year, a total of more than 400 since the Labour administration began. These vary in size and scope and in their impact on the Justice sector. Many have had a direct impact on the way in which the various strands of the Justice sector carry out their work.

Some of the key, and interrelated, drivers of change within the sector, which determine labour demand and skills, include economic and social change; for example, employment and unemployment, the distribution of wealth and the changing demographic structure. There have also been changes in the patterns of crime, with implications for prevention, detection and sentencing; for example drug abuse, theft, terrorism and e-crime.

The legislative framework has had to adjust accordingly by necessity, with new legislation to address crime and Justice patterns. These have had a knock-on effect for the delivery of Justice services and the interface between the statutory, private and non-statutory sectors.

There is a requirement to set and meet targets and improve quality, effectiveness and efficiency with implications for, for example, the role of technology and appropriate skills.

The overarching purpose of the Justice sector is to

- reduce crime and re-offending
- promote confidence in the Criminal Justice System
- protect people and contribute to the reduction in and fear of crime
- support the administration of Justice.

The Criminal Justice System varies between England and Wales, Scotland and Northern Ireland, but there are commonalities in that each nation has a number of statutory agencies (Police Services, Probation Services, Prison Services, Court Services, Prosecution Services). These are supported by a significant non-statutory sector that contains a large third-sector element and a small private sector, operating mainly within the Custodial Care environment.

The Justice sector in Wales comprises of five strands

- i Policing and Law Enforcement
- ii Prosecution Services
- iii Court Services,
- iv Custodial Care
- v Community Justice.

It is estimated that there are between 447,000 and 560,000 employed in the Justice sector in the UK, with the actual number depending on the data source used. Half of these are employed in the Policing and Law Enforcement strand. The sector in Wales comprises 4% of the total UK employment for the Justice sector, equivalent to approximately 17,464 workers across all five sector strands. The Labour Force Survey estimates differ from the LMI collected by Skills for Justice, with Wales again representing a 4% share (22,392 employees). The variance between the two figures is almost 5000 employees.

It is estimated that there are about 4,000 employing establishments in the sector across the UK, to which need to be added about 10,400 further establishments, which operate mainly in the Community Justice strand but for which Justice is not the primary, or core, business. Wales represents slightly fewer than 300 of these employing organisations.

Establishments or organisations are on average larger, in terms of employee numbers, than in other sectors, with 9% employing over 200 people. This is particularly the case for Policing and Law Enforcement, where there are a relatively small number of forces across Wales employing a large number of people. A higher concentration of smaller employers can be found in Community Justice, where a large number of organisations are located in the third sector.

A conservative estimate of the number of third-sector organisations in the sector is likely to be around 12,500 in the UK. No central database of third-sector agencies working within the Justice arena currently exists.

### Nature of employment

Those employed in the Skills for Justice sector are

- located in two main occupational groups – associate professional and technical occupations (53% of all employment), and administrative and secretarial (21%)
- more highly qualified than average, with 31% qualified to level 4 and above compared with 27% across all in employment. Only 12% have no or very low qualifications, compared with 27% across all sectors
- more likely to be employees, with self-employment negligible – 99% are employees and less than 1% are self-employed, compared with 87% and 13% across all employment
- more likely to work full-time, with 88% of those in the sector working full-time compared with 75% across all sectors.

Compared with those working in the whole economy, those working in the UK Justice sector are more likely to be

- male – 61% are male and 39% female in the sector, compared with 54 and 46% respectively across the whole economy, and
- from white ethnic groups – 95% are from white ethnic groups, compared with 93% across the whole economy.

The age distribution shows that there are fewer at either end of the age scale, with fewer young workers (7% aged 16–24 compared with 14% across the whole economy) and fewer older workers (10% aged over 55 compared with 16% across the whole economy). Those in the Skills for Justice sector tend to be grouped in the ‘prime age’ ranges: 59% are aged 25–44 compared to 48% across the whole economy.

Recruitment strategies for each part of the sector need to attract a diverse range of candidates to the sector. Although these strategies will perhaps be developed individually, there needs to be coherence across the sector to ensure an effective start to the more mobile careers that will need to be supported in the future.

### Key drivers of change

It is a key Government priority to improve public service delivery across the UK. There is an expectation of consistently high standards, combined with high levels of accountability. The Justice sector is focused on achieving the goals of reducing crime and creating a seamless Justice service, which ensures that the needs of victims and witnesses are prioritised.

Justice is the highest profile of the public services, constantly in the headlines and the subject of countless documentaries, dramas and films. Because of this high profile, and the importance of crime and safety to the public, this sector is subject – more than any other – to change, driven by policy and legislation.

The Justice system right across the UK has been subject to a great deal of change since 2003. For example, in England and Wales the Criminal Justice Act (2003) has had a wide-ranging effect on the implementation of Justice and affects the work of most strands of the sector. We expect that the pace of change will probably increase over the next 15 years.

Within this context, particular drivers for change are

- improvements in public confidence in a Justice system that is able to deliver justice that is simple, speedy and proportionate
- the reduction of bureaucracy for police and key partners in tackling crime
- the reshaping of central Government departments with a major shift in responsibility and resources to the front line
- the overall background of tighter budgets, with an overall reduction in the number of posts planned
- changing social behaviour, with concerns about anti-social behaviour and abuse of drink and drugs, and
- a greater use of IT in the sector to enable more effective and efficient sharing of information and intelligence.

### Skills issues

It is estimated that about one-fifth (19%) of establishments in the sector have some employees with skill gaps. This amounts to 11,446 employees in the sector – some 4% of employment (slightly lower than the all-England level of 6%). Skills gaps create more problems than do recruitment difficulties, suggesting there is a need for emphasis on workforce development to address these gaps, as well as the need to ensure the quality of new entrants to the sector.

Over the last 10 years, employment in the sector has grown by 39,600 (8% of the 1994 levels). This is a lower rate of growth than the overall economy, which, in the same period, has grown by 12%. This is in response to a general reduction in investment by Government and a drive for efficiency and value for money. Large-scale efficiency savings are proving elusive, due to complicating issues around technological innovation and contracting out, but reducing uncompetitive practices may achieve some of the aims of cost reduction. Despite a decline in employment levels there are expectations of achieving improvements in service delivery.

Looking forward, national forecasts suggest that employment levels in the sector will show a slight decrease of around 16,000 by 2014. Although the overall employment level may decline, there will nonetheless still be a need to recruit people into the sector: over this period some 125,000 employees will need replacing owing to retirement, leading to a net total requirement of 109,000.

It is also expected that there will be a continuation of the growth of higher-level occupational employment at the expense of lower-level (and lower-skilled) occupations. It is expected that there will be an increase in the numbers of managers and senior officials of 8,000 (increasing the share of employment accounted for by this occupational group to 17%), which partly offsets an expected fall in the number employees in administrative and secretarial occupations of 17,000.

Partly as a result of these occupational shifts, there has been an increase of 4% over since 2001 in the proportion of people employed in the sector who hold degree-level qualifications and a decrease in those with lower-level qualifications. This trend is expected to continue to 2014, with an expected increase in the proportion with degree level (or higher) qualifications of another 5%.

A significant number of employers report a decreased number of applicants for Justice sector jobs, especially in those roles not widely understood. A perception held by some that the sector is 'high risk' and poorly paid may be limiting the number of applicants to entry-level positions.

Limited value can be obtained from an analysis of the sector in this way, partly owing to the difficulties in quantifying productivity and output, but also because of the extent of change within the sector. Reactions by government departments and politicians can give rise to what are seen as 'knee jerk' initiatives, making medium-term planning an impossibility.

Medium-term or scenario planning in the accepted sense is hard to apply within the context of the Justice sector, as demand for services is not subject to forces such as impact of outsourcing or competition, but rather is dependent on a range of factors such as socio-economic patterns, Government legislation and crime rates. The development of a common approach to this challenge with other public sector SSCs may enable a more realistic approach to productivity and output to be achieved within this context.

There are a number of areas where skills are seen as lacking within the sector.

### **Multi-agency working**

A seamless effective and efficient Justice sector cannot be delivered without effective multi-agency working. The Skills for Justice survey identified significant skills gaps in this area across the sector. The impact of this skills gap can result in significant and serious shortfalls within operational delivery, which can lead to high-profile failures to protect the public from harm. We were unable to find any specific training for employees other than at induction or probationer level. This is an area for concern given the crucial function of working in partnership with agencies to share information and provide a seamless experience of the Justice system. This is especially relevant given the high-profile media attention and potentially devastating impact of failures in multi-agency working, in particular with regard to the management and control of high-risk offenders.

### **Management and leadership skills**

Information on management and leadership skills is mixed. In the national data, those reporting hard-to-fill vacancies found this the main skill that they had difficulty in obtaining, but it was some way down the list of skills in deficiency for those reporting skill gaps. There are a plethora of leadership and management training programmes across the sector, but we were unable to obtain data on the proportion of first-line, middle and senior managers trained. It is clear that employers make considerable investment in leadership and management training but there is little evidence of long-term evaluation of the impact of this training, return on investment and value for money. This is limited evidence of a focus on change management training within the sector. This is an area of concern given the persistent climate of change and organisational mergers and restructures within the sector.

Particular management and leadership areas of skills gap are

- performance and quality management
- change management
- financial and resource management (particularly in the third sector)
- risk management
- commercial skills in procurement and tendering.

Both at strategic and operational level, there is a need to improve performance and quality management systems in the public sector.

### **IT and computing**

Specific, and generic, IT training is provided to most employees within the Justice sector, but it is difficult to gauge the extent to which training is meeting need or how the training is being delivered to employees.

### **Race and diversity**

Most employers focus on providing training at an entry level but there is limited evidence of a coordinated approach to the provision of refresher training for employees, particularly with regard to the impact of changes such as the categorisation of offences as racially aggravated.

The Justice sector is large and complex in design and delivery. Identifying and responding to skills issues at local, regional and national level across sectors and specifically within sector strands is challenging. The needs of the third sector are particularly difficult to respond to strategically, given the lack of central information about agencies' skills profiles or indeed the number of agencies working within the sector.

Through a variety of sources, we have attempted to identify the key drivers within the sector and the skills gaps and issues affecting all parts of the sector to a greater or lesser degree.

### **Other issues**

In addition to the focus on skills needs in Stage One there have also been other issues highlighted

- sharing of information in the sector is a challenge both in the context of disparate ICT systems and across a number of agencies
- sector information and statistics that directly apply to all parts of the Skills for Justice footprint has been limited and variable in quality.

**“The vast majority of employers within the Justice sector provide training for their employees – more than 85% across the UK rely on ‘in house’ provision.”**

# 4. Summary of the supply picture – Stage Two Wales

In Stage Two of the Sector Skills Agreement, Skills for Justice carried out an assessment of the extent and quality of current provision and whether this is sufficient to meet short and long-term skills needs in the sector. This assessment has broadly sketched the contours of skills supply across the whole sector but has used the map of skills needs produced at Stage One to focus on the provision that relates to these skills needs and to identify ‘hot spots’ and problem areas.

Within the assessment of skills supply, Skills for Justice has looked at the issues of both availability and quality of current education and training provision for the key occupational groups within each of the five strands of the Justice sector: Police and Law Enforcement; Prosecution Service; Court Services; Custodial Care; and Community Justice. Since it is critical that this assessment of provision builds upon the Stage One findings to focus on key skills areas and areas of current and future skills shortage, Skills for Justice has also provided a particular focus on the provision that relates to the skills needs identified in Stage One.

In order to compile the report, the following information sources were used

- i desk and Internet research to obtain information about the learning and development infrastructure within each strand in Wales, and to map out the learning provision available to the key occupational groups

- ii direct approaches to Justice sector employers in Wales to obtain data about the number of people receiving learning/training in the previous financial year, in relation to the provision mapped out, and the amount of money invested in this learning/training
- iii a survey of Justice sector employers in Wales to obtain, among other data, information about the barriers that prevent employers from accessing quality training, and
- iv a review of recent and relevant inspection reports.

Data provided by Department for Children, Education, Lifelong Learning and Skills (DCELLS) in Wales were of limited use, as much provision used in the sector is either non-accredited or non-funded. Qualifications and Curriculum Authority (QCA) data were slightly more useful but again only provided information about accredited provision.

Skills for Justice has been unable to map out all the provision available to the sector, and in particular has struggled to build up a comprehensive picture of volume and expenditure data across the five strands. It was either unavailable from the key organisations within the sector or limited and patchy.

## **Training provision in the Justice sector**

The vast majority of employers within the Justice sector provide training for their employees – more than 85% across the UK rely on ‘in-house’ provision. The focus is predominantly on training at entry level for specialist employees such as Police Officers or Probation Officers and initial training ranging from a few weeks to over a year. An enormous amount of time, money, resources and planning is focused on induction and probationer training within the sector.

<sup>2</sup> Skills for Justice commissioned an organisation called PACEC to carry out this employer survey. PACEC (Public and Corporate Economic Consultants) is a well established specialist economic consultancy practice, with offices in Cambridge and London. For further information about PACEC go to [www.pacec.co.uk](http://www.pacec.co.uk). For more information on the survey please see **annexe B of the Stage Two report for England and Wales**.

In mapping training for continuing skills development for employees within the sector, Skills for Justice found little evidence of strategic planning for development. Given the low turnover of employees within substantial areas of the sector, this is of concern.

It has proved virtually impossible to obtain information about the amount of employer funding for employees, other than induction or probationer training. Skills for Justice was unable to verify annual training spend per employee or the average annual number of training days per employee. Some employers collate this information but were reluctant to make it public through the provision mapping.

The following findings came out of a Skills for Justice employer survey carried out in 2005 for the purpose of collecting information required for Stages One and Two of the Sector Skills Agreement.<sup>2</sup>

Of the Policing and Law Enforcement employers surveyed, 89% had experienced difficulties sourcing appropriate training in the last twelve months – unfortunately the reasons for this were not fully explored in the survey. The majority of employers in the other four strands had not experienced any such difficulties.

Employers from all five strands reported that the main barrier that prevented the organisation from investing in training was the financial cost, with disruption to work if employees were taken away for training being the other main reason cited for four out of the five strands.

Significantly, 21% of Police and Law Enforcement Employers, 18% Community Justice employers, 12% of Courts Services employers, and 10% of Custodial Care employers who provided a response to this question about barriers to training, cited a lack of knowledge about the range of provision available.

Of those surveyed who provided a response to the question about barriers to training, 29% of Community Justice employers, 29% of custodial care employers, 21% Courts Services employers, 7% of police and law enforcement employers and 7% of prosecution services employers stated that there was lack of suitable training provision.

A reluctance by employees to take up training opportunities was reported by 21% of Police and Law Enforcement employers, 18% of Courts Services employers, 33% of Custodial Care employers and 16% of Community Justice employers.

Information provided across Wales on expenditure and volume of training indicates that there is no lack of investment in training by employers. What has been cited as a barrier to take-up of training and learning is the need to retain employees for operational demands and requirements in the workplace. This is a key concern with many employers where operational demands take precedence over training.

### **Type of provider receiving highest ratings for effectiveness from Justice sector employers**

Employers from all the five strands gave in-house provision the highest effectiveness rating, over any other type of training provision. The majority of provision across the Justice sector is sourced in-house, and it may be, therefore, that employers have a much smaller degree of experience with which to judge the effectiveness of externally sourced provision.

### **Leadership and management**

Across the sector there is a plethora of leadership and management training. Notwithstanding this, Skills for Justice was unable to obtain data on the proportion of first line, middle and senior managers trained. It is clear that employers make considerable investment in leadership and management training but there is little evidence of long-term evaluation of the impact of training, return on investment and value for money. Within leadership and management training, there is little or no focus on contracting or procurement.

Despite mergers and structural change within the sector, there is limited evidence of a focus on change management training within the sector.

### **IT and computing**

Generic IT training is provided to most employees within the Justice sector, but it is difficult to gauge the extent to which training is meeting need or how the training is being delivered to employees.

### **Multi-agency working**

Multi-agency working is key to an effective and efficient Justice sector. Skills for Justice was unable to find any specific training for employees other than at induction or probationer level.

This is an area for concern, given the crucial function of working in partnership with agencies to share information, and especially given the high-profile media attention and potentially devastating impact of failures in effective multi-agency working, in particular in the management and control of high risk offenders.

### **Race and diversity**

Most employers focus on providing training at entry level but there is little evidence of a coordinated approach to the provision of refresher training for employees, particularly with regard to the impact of changing legislation such as the introduction of an offence of racially aggravated crime.

### **National Occupational Standards based training**

National Occupational Standards (NOS) are benchmarks of effective performance at work. Employer endorsement of the NOS is an essential part of the development process; in endorsing the NOS, employers are confirming that they describe the skills, knowledge and understanding that their employees need. The proportion of the UK Justice workforce covered by NOS is approximately 90%. This includes generic NOS such as administration and finance. It does not, however, mean that 100% of every role in each agency is covered by NOS.

Evidence suggests that in general there is limited use of the National Occupational Standards for the design of training or for commissioning training from external providers, such as colleges and universities. There are notable exceptions, however, such as the Initial Police Learning and Development Programme (IPLDP), which has been designed using NOS. Basing learning and training on NOS means that the skills, knowledge and understanding needed to perform effectively at work are incorporated in the programme.

It is a key aim of the SSA to increase the use of NOS to design all training provided to the sector, both internal and external.

### **Differences found between the different UK nations**

Although many of the findings are similar across the UK, including the conclusion that there is a UK-wide need to develop a holistic approach to strategic workforce planning in the form of the Skills Management Strategy, the following differences between the UK nations were observed.

An enormous amount of time, money, resource and planning is focused on induction and probationer training within the sector in all four UK nations. Where CPD is concerned, findings from the research into Northern Ireland's and Scotland's provision showed that there was considerable investment in CPD for established employees. Based upon the information supplied to us, this contrasted with the situation in England and Wales. It is difficult, however, to gauge the extent to which Scotland and Northern Ireland's investment in CPD is part of a planned skills development strategy.

It has proved impossible to obtain a comprehensive picture about investment in training and learning aside from induction and probationer training expenditure. Some employers collate this information but are reluctant to make it public through this research, and some employers appear not to collect it at all.

The majority of agencies in Northern Ireland and Scotland were able to supply us with information about expenditure but this was not the case in England and Wales. Even where we have information on training expenditure, we are not aware of the extent to which agencies are satisfied with the quality of the training they provide or commission.

Evidence of specific training in multi-agency working was limited in all four nations, although in Northern Ireland it was found that there was considerable investment in specific training in areas such as Child Protection and Joint Protocols, and in Scotland there has been some positive partnership work to develop a modular information-sharing programme for working with sex offenders. Training for multi-agency working is an area of concern, given the crucial function of working in partnership with agencies to share information and provide a seamless experience of the Justice system. This is especially relevant given the high-profile media attention and potentially devastating impact of failures in multi-agency working.

It is difficult to gain an accurate picture of race and diversity training across the sector. In England and Wales there was limited evidence of any refresher training, although in Northern Ireland, because of legislation, equality and human rights training is a particular focus for attention.

It was difficult to assess the amount of information technology training in England and Wales. In Scotland the key driver is the 'Integration of Scottish Criminal Justice Information Systems' (ISCJIS) programme, which provides an impetus for agencies to work together to automate information sharing and exchange between them in the Scottish Criminal Justice system. This will facilitate communication between the IT systems of the various Criminal Justice organisations, so that agreed information can be passed electronically from one organisation to another, saving repeated data entry, increasing speed and improving quality, without sacrificing confidentiality. The Scottish Courts Service is currently piloting a new IT system in advance of a full national rollout. In Northern Ireland the implementation of the Causeway Programme has provided a conduit through which information is shared across the Criminal Justice system by each organisation's unique and separate electronic case management systems.

### **The gaps in the data and information available to us**

As already highlighted, Skills for Justice has been unable to map out all the provision available to the sector, and in particular has struggled to build up a comprehensive picture of volume and expenditure on training across the five strands.

This limits the ability of Skills for Justice to evaluate demand, in terms of influencing purchasing of training and, in some cases, indicating desired changes to supply, until this issue has been further explored.

Initial investigation at Stages One and Two has revealed a reliance on in-house training, and a perception in some strands that training and qualifications offered externally are not fit for purpose. This may be due to either a lack of knowledge about external provision or a general lack of provision that suits the needs of the sector.

Sector employers have cited the need for shorter and more flexible and work-based learning opportunities, where individuals can build a wide range of specialist skills over time.



**“These issues fall broadly into the four key areas of the SMS: skills entry; skills development; skills transfer and quality assurance.”**

# 5. Key Issues in Gap Analysis – Stage Three Wales

A series of skills issues have been identified for the Justice sector in Wales, following the work undertaken in Stages One and Two of the Sector Skills Agreement.

These issues fall broadly into the four key areas of the Skills Management Strategy: Skills Entry, Skills Development, Skills Transfer, and Quality Assurance.

| SMS                       | Issue   | Solution(s)  |
|---------------------------|---|--|
| <b>Skills Entry</b>       | Attracting a diverse workforce  | <ul style="list-style-type: none"> <li>– Raising the profile of the sector: IAG and entry-level skills</li> <li>– Improving the LMI base</li> </ul>  |
|                           | Clear entry routes into the sector  | <ul style="list-style-type: none"> <li>– Raising the profile of the sector: IAG and entry-level skills</li> <li>– Improving the LMI base</li> <li>– Managing Justice Sector Services qualification framework</li> </ul>  |
| <b>Skills Development</b> | Equipping people with the right skills  | <ul style="list-style-type: none"> <li>– NOS toolkit</li> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– Improving the LMI base</li> <li>– Multi-agency working</li> </ul>   |
|                           | Leadership and management – driving change and improving performance                                  | <ul style="list-style-type: none"> <li>– Action Learning Sets</li> <li>– Managing Justice Sector Services qualification framework</li> <li>– Improving the LMI base</li> </ul>   |
|                           | Sharing and securing information – ICT in practice  | <ul style="list-style-type: none"> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– NOS toolkit</li> <li>– ITQ and E-Skills Passport</li> <li>– Improving the LMI base</li> </ul>  |
|                           | Working with children and young people  | <ul style="list-style-type: none"> <li>– Multi-agency working</li> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– NOS toolkit</li> <li>– Improving the LMI base</li> </ul>   |
|                           | Dealing with changing social pressures – anti-social behaviour, substance misuse and community safety | <ul style="list-style-type: none"> <li>– Multi-agency working</li> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– NOS toolkit</li> <li>– Raising the profile of the sector – Improved IAG</li> <li>– Improving the LMI base</li> </ul> |
|                           | Ensuring equality – human rights, race and diversity  | <ul style="list-style-type: none"> <li>– Improving the LMI base</li> <li>– NOS toolkit</li> <li>– Action Learning Sets</li> </ul>  |

| SMS               | Issue   | Solution(s)   |
|-------------------|---|---|
| Skills Transfer   | Recognising and retaining skills                                      | <ul style="list-style-type: none"> <li>– Flexible competence-based qualifications (Development Awards)</li> <li>– NOS toolkit</li> <li>– Increasing assessor capacity</li> </ul>                          |
|                   | Working with external providers                                       | <ul style="list-style-type: none"> <li>– NOS toolkit</li> <li>– Raising the profile of the sector: Entry level skills</li> <li>– Flexible competence-based qualifications (Development Awards)</li> </ul> |
| Quality Assurance | Performing to targets – Increased scrutiny and performance management | <ul style="list-style-type: none"> <li>– Action Learning Sets</li> <li>– Managing Justice Sector Services qualifications framework</li> <li>– Improving the LMI base</li> </ul>                           |
|                   | Best value and the public purse                                       | <ul style="list-style-type: none"> <li>– Increasing assessor capacity</li> <li>– Improving the LMI base</li> </ul>  |
|                   | Improving the LMI base  | <ul style="list-style-type: none"> <li>– LMI working group for Wales</li> </ul>   |

## Attracting a diverse workforce

### Overview

The Justice sector currently has a stable workforce, with the majority of workers in the prime age range, and in general has little trouble with retention. Nonetheless, there are some areas of the workforce where retention was noted as a problem, such as in Community Justice areas and in retaining the skills and experience of volunteers. Community Justice agencies, especially those in community safety and substance misuse, perceive that they are competing for candidates from an increasingly smaller target audience.

The Justice sector workforce is also not diverse, with the majority of workers (95%) coming from white ethnic groups and just under two-thirds being male (61%). There is also a perception of the sector as 'high risk' with low wages, which needs to be corrected. There is a projected net requirement for entrants to the sector of 109,000 to 2014, with a focus on recruiting those with management skills and the ability to network and lead change.

Young people wishing to enter the sector are confronted by a number of different roles and are often unaware of the breadth of opportunity that the sector offers. Improving the profile of the sector with schools, colleges and community services will enable organisations in the sector to reach a wider pool of recruits, highlighting the variety of careers and opportunities available.

There is also an issue with the sector not reflecting the community it is serving in terms of a more diverse ethnic makeup. This is particularly relevant with front line roles in the sector such as community policing. Positive engagement with careers advisory services and the media will enable the profile of the sector to be altered, with a focus on the individual contribution to serving the local community. This will also be of relevance to promoting volunteering within the sector, possibly as a route back into paid employment.

Careers and opportunities in the sector need to be highlighted to those thinking of entering the sector, whether as a first destination, return to work or career change. Career pathways need to be truly flexible so that skills gained in one area of Justice can be used in another, and that the skills, knowledge and experience gained are fully recognised.

The Justice sector needs to highlight the rewards of working within it, and the range of different roles that can be undertaken.

### **Groups affected**

This issue affects entry-level roles across the sector, but particularly in Community Justice and volunteer agencies. Third-sector agencies have reported that they find it particularly hard to attract new entrants into the sector owing to a perceived lack of career opportunity and low levels of pay.

It is also relevant to recruiting into first line and middle management positions across the sector.

### **Evidence**

Information, advice and guidance mechanisms exist already within key agencies and Skills for Justice need to work to improve and update that information so that advice professionals are able to provide information on the range of roles and entry routes available.

Entry into the sector in terms of qualifications is complex, as shown in Stage Two of the SSA. Skills for Justice has developed a number of Apprenticeship programmes which are being used to attract new entrants or allow current employees to move into a different area of the sector, but age limits and funding are barriers to further uptake. Work on the 14–19 Diplomas will bring Justice as a subject into the school curricula, which may attract a more diverse workforce. The use of further education and other courses, such as Access to Uniformed Services, needs to be further explored to ensure relevance to the Justice sector and potentially to increase the range and number of entrants to the sector.

### **The nature of the gap**

The gap is partly structural in nature, because the current academic educational structure does not widely promote Justice as a subject, but does provide skills such as management and team working. There are also market issues, because the sector itself can sell positive aspects of working in Justice, and drive up interest, and potentially demand, for careers in the sector, leading to a more competitive workforce market.

### **Likely impact if not addressed**

Owing to recruitment challenges and a reduced number of potential candidates in future due to demographic changes, there may be a temptation to appoint individuals without the key attributes into roles in the sector, providing on-the-job training following recruitment. While this has always been necessary in providing the specialist skills for Justice sector roles, it may become an issue if more generic skills are being provided. It may also increase issues with retention and replacement, and in the worst cases may lead to problems delivering Justice sector services. There is also a cost implication in employing candidates who need further training to meet job requirements, in light of pressure on public spending and efficiency measures within public services.

There are a number of challenges around public perception of the diversity of the workforce in the most visible roles in the Justice sector. With models of community engagement becoming increasingly popular and more visible frontline roles in Justice there is a perceived need to reflect the community being served. Increased awareness of diversity issues is important in a climate where race-related crime, and fear of racially motivated crime, is becoming a focus.

The Justice sector is currently experiencing few challenges in relation to recruitment and retention but improving IAG and highlighting careers in the sector now will enable a smooth transition to a more diverse workforce in the future.

### Related issues

- clear career routes in the sector
- equipping people with the right skills.

### Solution

- improved careers advice and entry routes
- improving the LMI base.

## Clear career routes in the sector

As outlined above, there are challenges with attracting a more diverse range of candidates to the sector and ensuring that those entering the sector have the right skills, knowledge and experience to hit the ground running. A more flexible approach to entering the sector and developing an adaptable process for moving between sector strands will help this issue. Developing a set of Justice-specific skills, which can be translated across a range of agencies in the sector, will assist in many ways, not least in improving methods of multi-agency working, and increasing the professional profile of the sector. As well as improving careers and IAG, clear careers pathways should be a highlighted through frequent recruitment campaigns and media coverage. Equipping an individual with a set of skills suited to working in the Justice arena represents a significant resource so ensuring that those skills continue to be applied wherever possible is a key issue for the sector. This may also add to improving retention rates in Community Justice and the third sector.

A reliance on internal and non-accredited training throughout the sector could present the risk of skills going unrecognised and not being accredited or valued when moving to another part of the sector, or even into another sector altogether. Agencies in Justice need to ensure that not only are entry requirements explicit and suited to the role in question, but also that the continuing development of their employees is captured and able to be transferred.

### Groups affected

This issue cuts across the whole sector, but would particularly affect agencies in the third sector, where there is a wide range of short-term opportunities due to the nature of funding in that area. It is also of relevance when trying to make the best use of skills through multi-agency working and dealing with community issues such as community safety, anti-social behaviour and substance misuse. As part of the workforce modernisation agenda, police forces are also looking at how CPD is recognised and accredited.

It also has a specific application in relation to managers in the sector, where leadership and management skills are increasingly important in relation to change management and a more competitive market.

## Evidence

Recruitment and training represent a large chunk of the operating budgets for many Justice sector agencies, with increasing pressure to make efficiency savings where possible. If skills and knowledge are recognised and valued between agencies this may make the demands on post-appointment training less arduous and costly.

Skills for Justice needs to work with employers to ensure that content of all Justice-specific learning is fit for purpose, and able to be translated between agencies where possible.

A coherent approach to recruitment strategies across the sector and a recognition of transferable but Justice-specific skills would aid the mobility of the workforce and encourage a more diverse recruitment pattern.

## The nature of the gap

This is both market-related, in that employers articulate what they want from potential candidates for jobs at all levels, and structural, in that the Justice sector's recruitment processes need to be able to give better recognition and accreditation for prior learning and experience.

## Likely impact if not addressed

An inflexible and static workforce, not learning from the skills and experience of its own people, will not deliver the current Government's requirement for a seamless Justice experience with improved efficiency and a positive public image. The Justice sector is predicted to have limited growth over the next decade in conjunction with increasing focus on efficiency and cutbacks. This means that it will have to make the most of its present resources. One of the largest resources to hand is the skills and experience of the people working in the sector today, and this can be of tremendous benefit to the sector as a whole.

A range of flexible career paths, clearly articulated, will enable best practice and expertise in the sector to be translated across the strands and greatly benefit those people with whom the sector has contact.

## Related issues

- attracting a diverse workforce
- equipping people with the right skills
- recognising and retaining skills
- performing to targets.

## Solution

- raising the profile of the sector: improved IAG and entry routes
- improving the LMI base
- Managing Justice Sector Services qualification framework.

## Equipping people with the right skills for the Justice sector

There are a number of issues with delivering skills, knowledge and understanding in the sector. There is a reliance on in-house and informal training across the sector, which does not always enable learning and experience to be recognised. Some parts of the sector are using a competence-based approach to deliver skills, eg new entrants to police forces now undertake the IPLDP, based on NOS. This tends to focus on entry-level training and not always on continuing professional development.

These issues cover entry routes, such as Apprenticeships and CPD, through competence-based assessment, recognising and retaining skills of those working in Justice sector jobs. There are a number of challenges around these areas including the employer commitment to long-term training opportunities such as the Apprenticeships, and the continuing recognition of the need for skills within the sector.

Employers in the sector rely on internal training with little reference to external learning providers, and there is a wealth of learning being delivered that is not wholly transferable. Despite coverage of 90% across the sector, the use of NOS in developing training is limited and this needs to be addressed. Skills for Justice needs to drive up the use of the NOS in this area, through simple and effective means that are accessible to all agencies in the sector.

### Groups affected

All organisations in the sector are affected, particularly in the areas of entry-level and CPD mechanisms.

### Evidence

Stage Two of the Skills for Justice SSA showed that there is a wealth of provision in relation to the identified skills needs but that the majority of the learning is delivered in house, and often informally, without recognition or accreditation. There are notable exceptions to this and these are valuable in terms of providing a benchmark for best practice across the sector. There is a focus on providing a large amount of formal training to new entrants to the organisation, which represents a large amount of resource.

Lessons learnt in relation to delivering accredited entry-level training need to be translated to the development of recognised opportunities for those already in the sector, with a focus on recognising specialist skills in addition to core skills delivered on entry.

### The nature of the gap

This gap is structural in nature, in that the sector itself is in the process of developing mechanisms for recognition of professional development. The reliance on in-house training to supply skills is structural in terms of the sectors approach to skills development but there are also market issues of demand from employers to external providers.

### Likely impact if not addressed

Continuous measurement of performance and an increase in scrutiny in the public sector have emerged over the last few years as major challenges for the sector. Performance of those delivering Justice services needs to be constantly measured, updated and accredited in light of higher levels of accountability. Assuring the skills of those delivering services in the Justice sector is at the centre of the Skills Management Strategy, and at the core of working together to reduce crime and create a safe and just society.

Unless individuals in the sector are equipped with the right skills, which are regularly assessed and updated, the Justice sector will not be able to perform its core functions correctly and attain its key targets such as bringing more offenders to Justice and reducing the fear of crime. Formal accreditation of skills is not always required but quality mechanisms including evaluation and assessment of impact should be employed.

#### Related issues

- leadership and management – driving change and improving performance
- dealing with changing social pressures
- recognising and retaining skills
- performing to targets.

#### Solution

- flexible competence-based qualifications (Development Awards)
- NOS toolkit
- ITQ and E Skills Passport
- improving the LMI base.

### Leadership and management – driving change and improving performance

Developing leadership and management at all levels is important in the sector, where change is constant and performance of individuals and organisations is under heightened scrutiny. Public Service Agreement (PSA) targets require attention to performance management. Achievement of targets set both within and outside the organisation is a complex management issue. Change occurs frequently in the Justice sector, often in response to legislation or political initiatives. For the organisation this often has far-reaching consequences that affect all employees.

Leaders need to be identified early on in their careers and given the management skills delivered to develop their pathway through the sector. Often those people who are skilled on an operational basis are promoted to management positions with little management experience and management skills are learnt on the job. A structured approach to management in the Justice sector is needed, as is a new approach to sharing best practice and ideas across sector strands and organisations.

#### Groups affected

All strands of the Justice sector are affected, with first-line and middle managers being a priority.

### Evidence

Stage One of the Skills for Justice SSA revealed a clear skills shortage in leadership and management across the sector. This was cited across all agencies at a number of different levels, not just senior management, and particular areas of need were performance management, change management, financial and resource management, risk management and commercial skills in procurement and contracting.

Coaching, mentoring and supervision skills were also identified as needs, especially in those who are first-line and junior managers.

There is an abundance of provision, again a majority of it delivered in-house, which seeks to deliver management skills in these areas to employees in the sector. It is still cited as a need so present provision must be assessed to see whether it is fit for purpose or not. There are issues in the sector about whether management skills should be delivered as generic awards applicable across all businesses, or if they should be tailored to a public or Justice-sector-specific award. The suitability of provision and its targeting need to be addressed, again with a focus on accrediting strong provision in this area and encouraging the use of NOS to make sure programmes are fit for purpose.

Creative use of existing management skills in the sector also relates to these issues. There is an increasing focus on 'what works' being transferred to other parts of the organisation, strand or sector as best practice. The use of Action Learning Sets for management and leadership is being explored and may be a useful way of capturing a range of solutions to challenges facing people in the sector, at the same time developing the skills, knowledge and experience of individuals in a different manner from traditional learning approaches.

### **The nature of the gap**

This gap is market based, with employers demanding specific skills in management that may or may not be provided in the current provision. The changing demands on the sector, particularly in light of competition and the public purse, to a more commercial model are an example of this change.

### **Likely impact if not addressed**

If management and leadership skills needs in the Justice sector are not addressed there may be far-reaching consequences. Change within the sector is occurring at an unprecedented rate and is unlikely to slow over the next decade. This needs to be managed effectively if performance is not to suffer, and the quality of services is to remain high. The complex job of leading change in large organisations needs to be supported by a robust approach to workforce planning, target setting and assessment, and performance management.

### **Related issues**

- performing to targets
- sharing and securing information
- ensuring equality
- best value and the public purse.

### **Solution**

- Action Learning Sets
- Managing Justice Sector Services qualification framework
- improving the LMI base.

### **Sharing and securing information – ICT in practice**

The security of information in the Justice sector is of paramount importance, with a range of different packages across the sector strands, capturing information that contributes to activities within the sector. There is also a need to share this information with representatives from other agencies in a secure manner with full knowledge of legislation and protocols.

Sensitive information, such as that held on sex offenders, is of benefit to other agencies in the sector and needs to be relayed in as secure a manner as possible. ICT in this context has two aspects – skills related to the operation of ICT packages and knowledge and experience of sharing information processes.

### **Groups affected**

All operational levels of the sector are affected, with particular reference to those engaged in work with high-risk offenders. All support employees in Justice organisations are also affected.

## Evidence

ICT skills, both specific and generic, were cited in the Skills Needs Analysis for Skills for Justice as a perceived need within the sector. Although basic skills in this context were not highly rated as a need there was concern that through a lack of IT skills data might not be entered correctly, for example. There was also a feeling that sharing information with other agencies was a risk in itself, which may be related to a lack of confidence in information-sharing protocols, freedom of information legislation and a lack of clarity around roles and responsibilities in multi-agency working.

Most agencies within the Justice sector provide training on the specific ICT packages used within their organisation, as shown in Stage Two of the SSA. This tends to be on entry to the organisation as part of induction and is not always directly tailored to the needs of the individual. There is little evidence to suggest that the ICT needs of individuals in the sector are assessed and then addressed through a training programme which covers both generic and specific ICT skills.

The introduction of NOMIS, the information system related to the National Offender Management Service (NOMS), is a good example of a system in which individuals are responsible not only for inputting information on offenders into the system but also for the quality and accuracy of that information.

## The nature of the gap

This gap is structural in respect of the internal ICT training processes, but also market based, as Justice sector organisations are not demanding tailored packages for ICT training from external sources.

## Likely impact if not addressed

There is an increasing focus on an intelligence-led model for the Justice sector, where security of evidence and audit trails are of great importance in securing convictions. Holding and communicating correct information on high-risk offenders, for example, is important as it may have an impact on their future activities, as would information on the nature of their offence, eg racially motivated crime.

The impact of poor information sharing in the Justice sector has already been seen in incidences such as the Soham murders and the killing of Zahid Mubarek while held in custody with another offender guilty of race-related crime. There is a substantial risk that this may continue if all those who are required to enter data into ICT systems are not fully proficient at specific ICT packages and aware of the protocols around information sharing relevant to their part of the Justice sector.

Wider issues with the use of generic ICT packages are applicable across the sector. Greater communication by email, use of internal intranets and a general move towards ICT-based business communication has affected all sectors over the last two decades. With a slightly older workforce than the UK norm, the Justice sector may have hidden ICT needs because people have learnt 'on the job' and are not maximising the use of ICT in their roles.

## Related issues

- working with children and young people
- recognising and retaining skills
- performing to targets.

## Solutions

- flexible competence-based awards (Development Awards)
- ITQ and E-Skills Passport
- NOS toolkit, including NOS on information sharing
- improving the LMI base.

## Working with children and young people

A significant proportion of employees' time in the Justice sector is devoted to working with children and young people. There are a number of roles and areas which are entirely devoted to this aspect of Justice, such as Youth Offending Teams and the Juvenile Estate in Custodial Care but many frontline representatives of the Justice sector organisations come into contact with children and young people in a variety of ways. These are not just dealing with young people who may have committed offences but those who are victims or witnesses of crime, or who are at risk of offending owing to substance misuse, for example. Child protection is therefore incredibly important in the Justice sector and the rights of all children and young people need to be recognised and protected.

### Groups affected

This has an impact on all frontline and operational employees across all agencies, with a particular focus on those working in juvenile custodial care and Youth Justice.

## Evidence

The Justice sector needs to be confident that the people working with children and young people have the best possible training, qualifications, support and advice. There needs to be coherence across the different agencies. Common standards and qualifications are a key part of that. Agencies across the Justice sector have cited workforce development issues around young people and children, and especially child protection, as key challenges that they must meet, with targets and performance measures being introduced across the public sector.

The Care Council for Wales has recently been invited by the Welsh Assembly Government to facilitate and support the implementation of the Children's Workforce Development Network. The Care Council's role is to coordinate the partnership working to ensure that all stakeholders have an opportunity to work in the Network.

The Network in Wales will assess the scope of the workforce requirement and advise government on the key components of a long-term workforce-development strategy and the resource implications of delivering the needs of the workforce, as is required by the Childcare Strategy for Wales.

## The nature of the gap

Structural – all training delivered to those working with children and young people needs to be aligned to the Common Core and the IQF.

### Likely impact if not addressed

There are significant consequences if this issue is not addressed, and some have already been seen since 2000. The range of services dealing with children and young people need to harmonise their approach to training and development of people, assessing their competence on an continuing basis to ensure that issues of child protection are adequately covered. If awareness of the rights of children and young people is not embedded in relevant training and development in the sector then there may be more instances where children are failed by public services.

Accreditation of prior learning and experience of working with children also needs to be recognised and valued across all sectors to ensure that best practice and individual expertise are not lost. The aim of this work is to have a children's workforce where the contributions of all are understood and the value of each is recognised.

### Related issues

- dealing with changing social pressures
- sharing and securing information
- recognising and retaining skills.

### Solutions

- multi-agency working qualifications framework
- flexible competence-based awards (Development – Awards)
- NOS toolkit, including the Youth Justice NOS
- improving the LMI base.

### Dealing with changing social pressures – Anti-social behaviour, substance misuse and community safety

The current Government is stressing such issues as anti-social behaviour, substance misuse and community safety, introducing new punitive measure such as Anti-Social Behaviour Orders (ASBOs) or new initiatives such as the RESPECT Action Plan. Organisations within the Justice sector have to respond to changes such as this and it is significant that anti-social behaviour, substance misuse and community-related issues rate highly as challenges facing the sector.

Current PSAs for the Home Office outline targets on reducing anti-social behaviour and working together to reduce offending in communities. This means that agencies and organisations within the sector are using new methods to combat the changing social pressure of crime and its causes.

There are 22 Community Safety Partnerships in Wales, one in each local authority area. Each Partnership is using its understanding of local priorities to reduce crime and substance misuse. This local approach allows each Partnership to address the issues that are important to its community.

The Substance Misuse Treatment Framework for Wales will assist Community Safety Partnerships in coordinating the delivery of the Welsh substance misuse strategy, and will support Responsible Authorities and other partners in developing high quality needs-based services. The implementation of a Substance Misuse Treatment Framework for Wales is a strategic policy commitment of the Welsh Assembly Government. It reflects the vision, contained in Wales: A Better Country The Strategic Agenda of the Welsh Assembly Government, of a sustainable future for Wales where action for social, economic and environmental improvement work together to create positive change. That vision recognises the need to support people to live healthy and independent lives. improving health is one of four key areas and one of the top ten commitments of the Welsh Assembly Government related to delivering effective substance misuse treatment services.

A Drugs and Alcohol National Occupational Standards (DANOS) All Wales Training Needs Analysis was undertaken by CAIS<sup>3</sup> along with Cranfield University, Key Consultancy and New Link Wales, and was funded by the Welsh Assembly Government. Following on from this work, CAIS were commissioned by the Welsh Assembly to put together a Centre of Excellence to coordinate a 'one stop shop' for Substance Misuse workers in Wales. As part of this work a new website has been developed which will have a list of training and education providers and appropriate qualifications for the sector. As part of the plan for the future, the Board of the Centre of Excellence is involving all SSCs with a remit for substance misuse workers, including Skills for Justice.

### Groups affected

All agencies in the Justice sector, but particularly Police Forces, Youth Offending Teams, Drug Action Teams and Community Safety Partnerships.

### Evidence

Working together with other agencies around these initiatives was cited in the Skills Needs Analysis by a large proportion of Justice sector employers. The skills needs concerned knowledge of changing legislation, and ability to work across Justice agencies, to keep up with Government initiatives and to work to PSA targets set by the Home Office.

Key to this is effective multi-agency working and sharing best practice across the sector. There are specific skills related to substance misuse, community safety and anti-social behaviour that need to be assessed and recognised so that the Justice sector can ensure that it is working towards achieving its targets in these areas.

There is little specific provision for multi-agency working, and current qualifications do not always focus on key areas of specialism in this way. A shorter more flexible approach to skills recognition and qualifications based on competence would be of benefit to the sector. With public policy and government intervention focused on these areas, and not likely to reduce in light of upcoming elections, the sector needs to focus on working together in effective ways to reach performance targets and reduce offending in these areas.

There are also problems with capacity to assess and train in these areas, where there are not many assessment centres with the dedicated resources for working with substance misuse, for example. This relates to the issue of building capacity for assessment across the sector.

### The nature of the gap

This gap is market based as demand for qualifications and training in these areas outstrips current supply, and the need for short flexible and specialist provision cannot be met.

There are also structural issues in relation to a lack of assessors and assessment centres able to cover Youth Justice, substance misuse and some areas of Community Justice.

### Likely impact if not addressed

Government targets for reducing offending depend on the efficiency and performance of key services and individuals within the Justice sector. These will not be met if key training and qualifications are not delivered to those parts of the sector involved in combating anti-social behaviour and substance misuse, and promoting community safety.

Effective cross-agency and partnership working is also key to delivering this target, with public confidence at risk. If community offending in these areas is not reduced then there will be a knock-on effect on public safety and fear of crime may increase.

### Related issues

- working with children and young people
- recognising and retaining skills
- performing to achieve targets.

### Solution

- multi-agency working qualifications framework
- flexible competence-based awards (Development Awards)
- building assessor capacity
- improving the profile of the sector – IAG and entry routes
- improving the LMI base.

## Ensuring equality – human rights, race and diversity

There are two strands to equality and diversity in this context. There is a need for organisations within the Justice sector to ensure that internal processes adhere to legislation around race, diversity and human rights, but there is also the need to ensure that the actions and behaviours of their employees when dealing with all service beneficiaries comply with the values of the organisation and Justice sector as a whole.

There are issues with keeping employees up to date with legislation, and assessing the behaviours of employees on an internal and external basis.

### Groups affected

All employees within the Justice sector.

### Evidence

Race and diversity training was identified in Stage One of the SSA as a skills need by all employers across the Justice sector. It needs to be delivered both in terms of legislative compliance and as a key part of the day-to-day job for all employees. Stage Two of the SSA showed that significant investment is made into training all employees in race and diversity issues across all strands of the Justice sector.

Little information could be obtained on how this training is evaluated, assessed or refreshed as part of CPD within the service. On entry into the organisation all new employees are given standard race and diversity training to ensure that they have been made aware of legislative and organisational requirements, but few organisations have made significant progress towards monitoring or assessing the skills and knowledge of employees in this area.

### The nature of the gap

This is a market gap – the sector provides its own race and diversity training in-house; this meets requirements but more attention needs to be given to continuous assessment of this area.

### Likely impact if not addressed

Most agencies in the Justice sector fulfil the requirements to provide race and diversity training, and also provide a broad understanding of the main issues for race and diversity in the context of the sector. Secondly, race and diversity training needs to be assessed on a day-to-day basis as part of the operational demands of working in the Justice sector. Public and media perception of the sector as one that does not accept diversity will not be altered unless the sector can prove that attitudes to race and diversity are changing. Public and media perception affects fear of crime and confidence in the Justice system, as well as motivating political initiatives in Justice.

There needs to be a dual approach to race and diversity training across the sector. Stand-alone training needs to be delivered to all and assessed through working practice; diversity should also be fully embedded in all working practice and development opportunities.

### Related issues

- recognising and retaining skills
- attracting a diverse workforce.

### Solution

- NOS toolkit, including common Equality and Diversity NOS
- Action Learning Sets
- improving the LMI base.

## Recognising and retaining skills

The sector relies on internal training but skills needs are still reported by organisations in the sector. Internal training may not always be fit for purpose and Skills for Justice needs to work with employers in the sector on how to get the best out of internal training mechanisms. This will be achieved by using the NOS as benchmarks of accepted practice in the sector, and ensuring that the evaluation of training measures its impact on individuals in their job roles.

A focus on ensuring that training is delivering its intended outcomes and providing robust quality assurance mechanisms that ensure learning is fully transferable and fit for purpose will be needed. Further exploration is also needed in the measurement of CPD and professionalisation of the sector, as well as the potential impact of the APL.

A small unit-based approach to the recognition of competence is needed, in light of an increased focus on specialisation of skills in the sector.

### Groups affected

All organisations in the Justice sector, employees at all levels

## Evidence

Stage Two showed that provision was available in all areas of the skills gaps reported in Stage One of the SSA. This may mean that current provision is not meeting the fast-changing demands of the sector. The sector is also highly qualified, with a larger proportion of employees achieving Level 4 qualifications than across the UK as a whole, but employers cite barriers to training as being not only cost in terms of fiscal and human resources, but also over-complexity and bureaucracy.

Employees argued that current competence-based approaches, such as NVQs, were too long and covered a range of information that was not always suitable, especially if the individual already holds a related qualification. A more flexible unit-based approach was seen as more attractive, and able to cope with demands for specialisation within the sector. A good example of this is the issue of the omni-competent Police Officer, where all skills are delivered to all officers, with no reference to individuals and their current roles. This not only represents a significant amount of financial investment but also takes time to deliver.

Creative and innovative methods of assessment and quality assurance need to be developed in collaboration with employers and stakeholders, which are not always qualifications-based, but able to recognise skills gained and ensure they are retained

### The nature of the gap

The gap is structural and market based – the reliance of the sector on internal training methods and infrastructure does not always allow for accreditation and recognition of skills. More liaisons with external training providers should open up other opportunities in training and development that may possibly be outsourced.

### Likely impact if not addressed

Continuing financial investment in internal training places significant stress on already limited budgets within the public sector as whole. Economies of scale need to be investigated to ensure that the training is fit for purpose and is refreshed and assessed where appropriate. The sector cannot shoulder the entire burden of this in the light of limited budgets and expenditure cutbacks and may be able to look to external providers to support current training opportunities efficiently.

A more flexible approach to qualifications needs to be applied in the sector to overcome perceptions of bureaucracy and to enable a more portable and transferable system of skills recognition. Internal training suffers when budgets are cut as this is often the first thing to go in cutbacks, which could lead to operational failures if employees are not fully trained.

#### **Related issues**

- working with external providers
- performing to targets.

#### **Solution**

- flexible competence-based awards (Development awards)
- NOS toolkit
- building the assessor capacity within the Justice sector.

### **Working with external providers**

The Justice sector relies a great deal on in-house or internal training to provide skills, knowledge and understanding to its employees. Much of this provision is entirely suited to the requirements of the sector, but a great deal of it is not accredited or formally recognised. This may mean that valuable skills are going unaccredited when people move on from one agency to another. This reliance on internal and in-house training also means that innovative approaches being developed by external providers are not used.

The Justice sector needs to liaise more with external learning providers to increase use of external provision where it can save time and money, and also to work towards recognising and quality-assuring the skills of all those working in the sector. Some strands of the sector are already benefiting from this approach owing to a history of working with higher education.

There may also be economies of scale to be achieved with pre-entry and entry-level training.

#### **Groups affected**

All parts of the Justice sector are affected.

### **Evidence**

Stage Two outlined the scale of the internal training provision for employees in the Justice sector, and highlighted the issues with Higher education (HE) and Further Education (FE) courses where they are not always providing programmes that were fit for purpose, to suit the needs of the Justice sector. Increased liaison with HE, FE and other training providers may enable some core skills for Justice to be delivered outside the service, saving time and money, and ensuring a higher calibre of candidate on entry to the sector.

HEFCW (Higher Education Funding Council for Wales) has funded each Higher Education Institution in Wales to look at working with SSCs, and all have spent the money in different ways. Skills for Justice has been liaising with key providers who are able to deliver to Justice organisations, and this work will be taken forward under the SSA in the future.

Stage Two also showed that the sector has a generally poor perception of external providers, but highlighted that this may arise from a lack of communication and contact between the two areas, and a lack of clear ways of working together to achieve the best skills mix possible in the Justice sector. Lack of knowledge about provision available was cited in Stage One, when employers were questioned as to why they did not access external provision.

<sup>4</sup> **DIPS** – Diploma in Probation Studies – delivered as a dual award to all new Probation Officers who gain both an academic qualification and an NVQ

<sup>5</sup> **IPLDP** – Initial Police Learning and Development Programme, based on 22 NOS and delivered to all new recruits into the Police Service in their first two years. Candidates can gain either an NVQ or a Foundation Degree, depending on which approach their force is taking.

It must be noted that there are exceptions to this, for example the DIPS<sup>4</sup> programme for Probation Officers and the IPLDP<sup>5</sup> for Police trainees, which both require close liaison with external learning providers in some form.

### **The nature of the gap**

Structural.

### **Likely impact if not addressed**

A continuing reliance on internal training will place further pressure on already stretched budgets. The internal training infrastructure may be further limited and unable to cope with demands placed upon it.

### **Related issues**

- recognising and retaining skills
- best value and the public purse
- equipping people with the right skills

### **Solution**

- raising the profile of the sector – entry routes
- NOS toolkit
- flexible competence-based awards (Development Awards)

## **Performing to targets - Increased scrutiny and performance management**

The Justice sector is subject to increased public and governmental scrutiny as outlined in Stage One of the SSA. Stage Two highlighted the complex range of inspection reports that also affect the sector, and these all have knock-on effects in terms of the wider management of the workforce. The sector is often required to respond to inspectorate reports and their recommendations as well as Government initiatives to improve performance in the sector, while maintaining high operational standards and working within tight budgets.

Individual organisations and strands of the Justice sector are increasingly being measured against targets, and these targets are sometimes set externally, as in the Home Office PSA targets. The individual, team and organisation contributing to the process within the Justice system are measured and assessed at many levels, and with a growing focus on more commercial and business case attitudes to working in the sector, performance management is a key issue to consider.

### **Groups affected**

All agencies in Justice are affected.

## **Evidence**

In Stage One of the SSA, all agencies questioned responded that they had specific performance targets to work to, some of them set externally as well as internally. Few agencies responded that they were not meeting these targets, with most stating that they were fully or partially meeting targets within their organisations. Performance management was still cited as a skills need, as was effective target setting.

Stage Two showed that management training in the Justice sector is often generic in content, with a large number of topics addressed across wide-ranging programmes. There may be issues with leading small teams in complex operational environments and ensuring that they are meeting targets, especially in the case of first-line or junior managers. One of the most fundamental resources the Justice sector has is its employees and the skills they use to deliver services on a day-to-day basis. Performance and people management are key to delivering the PSAs and other targets within individual organisations, and should be a consideration at all levels with team leaders and supervisors, who need to gain skills relevant to their work, and senior managers, who need to gain skills in managing large strategic issues of performance.

### The nature of the gap

The gap is structural.

### Likely impact if not addressed

Public perception of the sector will suffer if performance measures are not met, and government initiatives will focus on failures to meet targets. Measuring performance is a complex issue across the entire sector, but robust performance management mechanisms in all Justice agencies should ensure that this job is made easier.

### Related issues

- leadership and management
  - driving change and improving performance.

### Solution

- Action Learning Sets
- Managing Justice Sector Services qualification framework
- improving the LMI base.

### Best value and the public purse

There is increasing attention paid to the amount of funding given to the public sector and the ways in which it is spent. The most recent Comprehensive Spending Review (CSR) showed a significant reduction in public funding, which is having a major effect on organisations in the Justice sector. Efficiency reports, such as the Gershon Review<sup>6</sup>, indicated that savings could be made in the sector. Inspectorate reports focus on value for money in training and development, and workforce issues. New initiatives such as NOMS are focusing on competition and contestability, and shared services models across large organisations are also being suggested. The Justice sector is moving towards a more commercial approach to the services it buys in.

### Groups affected

All parts of the Justice sector are affected.

### Evidence

The budget for the public sector has been reduced following the last CSR, and agencies across the sector are being encouraged to make efficiency savings. In Stage One a number of employers cited the changing nature of public funds as one of their major drivers for change. Significant amounts of budget are spent on training and development as outlined in Stage Two, and these budgets may suffer further in future.

### The nature of the gap

The gap is structural.

### Likely impact if not addressed

Constraints in the overall budget may lead to cutting of training budgets and potentially to operational failures if training has not been delivered. The effective and efficient management of people, process and resources of the Justice sector is a key priority for all sector based organisations in the next decade.

A consortia approach to commissioning training and development across the sector could be explored – a clustering together of agencies across the Justice sector to achieve economies of scale.

### Related issues

- performing to targets.

### Solution

- increasing assessor capacity
- improving the LMI base.

## Improving the LMI base

The Justice sector, as defined by the footprint of the SSC, has not generally operated as a single entity in the past. The sector has tended to operate as a number of silos, rather than developing a single workforce. These silos are affected by a range of common issues but each addresses those issues in isolation. It is not, therefore, surprising that while parts of the sector collate their own data for workforce planning, there are gaps in this information, and different parts of the sector collect somewhat different information. As published economic data is available, this approach is flawed, in the ways described below.

If the sector is to engage in workforce planning in a strategic and collaborative way, quality labour market information for the sector as a whole is a prerequisite.

### Groups affected

While the areas most affected are those that fall outside the sector's footprint, the lack of robust and comparable LMI is an issue for the whole sector as it prevents the identification of cross-cutting issues and collaborative solutions.

### Evidence

As with all SSCs there is a need to define the sector's footprint in terms of SIC codes.

For Skills for Justice, the most relevant codes are

- SIC 75.23 – Justice and Judicial activities
- SIC 75.24 – Public security, Law and Order activities.

These two SIC codes underestimate the size of the sector, however, because some occupations that include Justice sector workers lie outside the two SIC code definitions, in particular

- Legal Activities (SIC 74.11)
- Investigation and Security Activities (SIC 74.60)
- Social Work Activities without Accommodation (SIC 85.32).

In practical terms, sources of official, published data relating to the Justice sector in Wales is less comprehensive than for the UK as a whole. This may be due to a lack of robust sample size or simply a lack of data.

### The nature of the gap

This gap is primarily a structural one.

### Likely impact if not addressed

Without this research, there is a risk that the SSA for Wales will not be informed by data that are sufficiently robust or comprehensive for comparison with national datasets and across UK evidence.

The SSA will influence employers', key stakeholders' and government departments' decisions on investment in skills. It is critically important that these decisions are based on sound information. The consequence if they are not would be the potential waste of public money and resources, and delivery of a less effective service than would otherwise be possible.

### Related issues

This issue is related to all aspects of continuing skills needs analysis and workforce planning.

### Solution

This solution has a number of key elements

- establishment of a central LMI collection method and repository to be held by Skills for Justice
- establishment, where appropriate, of key data groups in and across Wales to assist with improving the quality of information provided to national datasets
- the forging of positive relationships with public and private research bodies where appropriate to assist in the use and collation of Skills for Justice data.



**“Skills for Justice conducted extensive market testing with employers over the period January to April 2007, via one-to-one sessions, country and strand-specific governance groups, and in an online survey.”**

# 6. Collaborative solutions

Skills for Justice conducted extensive market testing with employers over the period January to April 2007, in one-to-one sessions, country-specific and strand-specific governance groups, and in an online survey.

Additional information was received from one-to-one communication with key employers and agencies in the sector which was fed into action planning.

Skills for Justice has proposed the following draft timeline for action in response to sector demands.

Broad agreement was shown to all solutions, with varying levels of commitment as outlined in the market testing summaries in the **Stage Three document for Wales.**

| Timeline                         | Solutions  |
|----------------------------------|--|
| <b>Year One</b><br>(short term)  | <ol style="list-style-type: none"> <li>1. Multi-agency working qualifications framework</li> <li>2. Raising the profile of the sector – entry routes</li> <li>3. Raising the profile of the sector – IAG</li> <li>4. Action Learning Sets</li> </ol> |
| <b>Year Two</b><br>(medium term) | <ol style="list-style-type: none"> <li>5. Development of a NOS Toolkit</li> <li>6. Increasing assessor skills capacity and provision</li> <li>7. Development Awards</li> </ol>   |
| <b>Year Three</b><br>(long term) | <ol style="list-style-type: none"> <li>8. Children's Workforce Network and Integrated Qualifications Framework (IQF)</li> <li>9. E-Skills Passport and ITQ</li> <li>10. Managing Justice Sector Services qualification framework</li> </ol>          |

Specific action plans that support this SSA are available for download on the Skills for Justice website at [www.skillsforjustice.com/ssa](http://www.skillsforjustice.com/ssa)

Skills for Justice has developed comprehensive action plans with Welsh Assembly Government and DCELLS, Wales TUC, Careers Wales, HEFCW, and Job Centre Plus.

## The development of a multi-agency working qualification framework

Multi-agency working is fundamental to the effective operation of the Justice system for all. Nonetheless, there is little training or learning available, and no qualifications to recognise skills in multi-agency working. We propose the creation of a qualifications framework for multi-agency working, supported by high-quality learning and training, using a small unit-based awards such as a Development Award.

### Key features

A qualification framework for multi-agency working would

- provide a rigorous framework of qualifications that will facilitate common minimum standards of performance across multi-agency partnerships
- assist transferability across agencies
- provide a common framework for development
- clarify career pathways
- have flexibility and options to assist multi-agency partnerships and employees to meet the changing demands and job roles
- have links to other qualifications.

There has also been significant feedback from employers on the ability to embed a common unit on multi-agency working into existing qualifications frameworks as an optional unit. This would enable organisations and individuals in the sector either to take a specific qualification which focuses solely on this area or to embed it in a specific work-related qualification, depending on which was more relevant.

### Benefits to employers

The recognition of the specific skills attached to multi-agency working in a flexible and coherent qualifications structure will provide a baseline of common working practice that will assist in multi-agency and partnership working across the Justice sector.

### Benefits to stakeholders

Clear framework of units for multi agency working and attached qualifications which will be applicable to all agencies in the sector.

### Supply-side issues

The development of a truly flexible competence-based awards system will require significant work with awarding bodies and qualifications authorities to ensure that the systems are in place to ensure that all relevant multi-agency units are included.

### Actions

Employers need to provide information to Skills for Justice as to the numbers and levels of employees within their organisation who would benefit from undertaking this award.

They also need to work with Skills for Justice to identify the correct units for inclusion in the award so that it is fit for purpose.

All employers in the Skills for Justice footprint need to be involved.

Skills for Justice needs to liaise with awarding bodies and qualifications authorities to ensure that systems are in place to support this initiative.

Specific partners to work with include funding bodies, FE and HE, and Assessment Centres across Wales.

### Timescales

This is a Year One priority, to run from 2007.

### 2007–08

1. Review the current multi-agency working provision in current Justice sector awards.
2. Assess the demand for explicit awards in multi-agency working.

## 2008–09

1. Employers to work with Skills for Justice on the development of specific awards/embedding of modules.
2. Skills for Justice to work with awarding bodies and assessment centres, etc on provision of the awards.
3. Recruitment on to courses begins.

## 2009–10

1. Evaluation and impact of first intake.

## Costings

The estimated cost is £45,000.

## Outputs/outcomes

1. Development of a shared learning programme to support a multi-agency qualifications framework.
2. Production of a DVD on shared induction, including filmed real-work situations with employers.
3. Introduction of an accredited learning programme in multi-agency working across the Justice sector in Wales that incorporates a taught element, portfolio building and action learning sets.

## Raising the profile of the sector: entry-level skills

Employers need to be assured that those joining the labour market from full-time education have skills, knowledge and understanding they can use at work. Employers also need tailor-made packages of training and learning for specific roles and areas of work in the Justice sector.

## Key features

### 14–19 provision

The Welsh Assembly Government affirmed its commitment to transforming 14–19 provision for Wales, linking this to the strategic agenda 'Wales: A Better Country'. There is recognition of how important this is to the Welsh Assembly Government's main priorities for better health, better jobs, better skills and safer, stronger communities.

The six main elements of 14–19 Learning Pathways set out in the Assembly Government guidance issued in 2004 are

- individual learning pathways to meet the needs of each learner
- wider choice and flexibility of programmes and ways of learning
- a learning core wherever there are learners aged 14–19
- the support of a learning coach
- access to personal support
- impartial careers advice and guidance.

In addition, the Welsh Assembly Government (WAG) is piloting a Welsh Baccalaureate – a nationally approved qualification currently offered at either Intermediate or Advanced level. The Welsh Baccalaureate Project Team is currently developing a Foundation level certificate. Recent announcements from WAG indicate that the 14–19 core learning will be integrated into the Welsh Baccalaureate in the future.

## Modern Apprenticeships in Wales

Apprenticeships are intended to provide an integrated programme of learning, leading to the acquisition and application of the skills, knowledge and understanding required by employers in the workplace. Skills for Justice has developed an Advanced Apprenticeship in Community Justice which offers an opportunity for young people to enter a range of Community Justice occupations in England and Wales

- Youth Justice
- Drugs and Alcohol Services
- Work with Victims, Survivors and Witnesses
- National Probation Service
- Community Safety Partnerships.

The Modern Apprenticeships scheme is a nationally designed programme for young people aged 18–24 who have left full-time education. The majority of Community Justice apprentices tend to be over the age of 20. The apprenticeship programme takes two years to complete, during which the apprentice will be employed in a Community Justice setting and gain a number of nationally recognised qualifications.

Old rules that prevented people of 25 and over completing a **Modern Apprenticeship** have been removed in Wales. This is a landmark step towards creating an all-age skills programme in Wales, which will increase the attractiveness of work-based learning.

### Foundation Degrees

Foundation Degrees are a type of Higher Education qualification designed and developed in partnership with employers to equip people with the relevant skills and knowledge for work. They offer employers both an ideal opportunity to influence the content of HE programmes, and a cost effective way of developing new or existing employees in the skills and knowledge needed for their organisation.

Employing Foundation Degree graduates means choosing individuals prepared for the world of work and able to apply their skills immediately in the employer organisation. For current employees, Foundation Degrees offer relevant, valuable professional learning and development opportunities.

Skills for Justice has published a Foundation Degree Framework (FDF) for the Justice sector. The FDF provides guidance on the overall structure for the design, delivery and wider progression routes into and out of Foundation Degrees for the Justice sector. It is a strategic document that gives employers and FE and HE providers an indication of what is required of Foundation Degrees for the Justice Sector, including the use of NOS.

Foundation degrees are a flexible way of studying and allow existing employees to continue working while they learn. They are suitable for anyone with the ability to work at a higher level and ideal for people already in work who want to upgrade their skills. Depending on the subject of study, a full-time course takes two years. Part-time is often three to four years depending on the amount of time allowed each year.

### Benefits to employers

A clear and well-articulated route into the sector from education, which provides the candidates with all the key skills for Justice sector work, will assist employers in employing the right candidate, with the right skills, at the right time. A variety of different potential entry routes into the sector will also encourage a more diverse range of candidates.

### Benefits to stakeholders

The scheme gives clear and well articulated routes for candidates wishing to progress into the sector, with good destination information from the outset of the learning experience.

There is increased uptake and use of Justice-specific provision in the above areas.

### Supply-side issues

All aspects of the supply side, including FE and HE, need to work closely with Skills for Justice and employers in the Justice sector, to ensure that the skills needs of employers are met and reviewed as programmes develop over time. There is also a need to be responsive to rapid change within the sector.

Recent restructures within WAG and consultation with HEFCW indicate that a clearer policy on the future of Foundation Degrees in Wales is likely to result.

### Actions

Employers will liaise with Skills for Justice on potential links with external providers and will work in tripartite arrangements to deliver learning provision that is fit for purpose and also secures the best value for the public purse.

All Skills for Justice employers need to commit to these activities, where most appropriate for their needs.

Employers will use existing frameworks, such as the FDF, and the extensive suite of NOS to assist in developing employer-led programmes for the Justice sector.

Skills for Justice needs to work with the following specific partners on this issue: planning and strategy departments in WAG, FE, HEIs, HEFCW, DELLS, and funding agencies.

### Timescales

This is a Year One priority to run from October 2007 into 2008–09 financial year.

### Costings

The estimated cost is £25,000.

### Outputs/outcomes

1. Employers will have access to new candidates from a variety of different entry routes, to encourage a diverse range of future employees.
2. The scheme will map a clear and well-articulated route into the sector from education, providing the candidates with all the key skills for Justice sector work, and will assist employers in employing the right candidate, with the right skills, at the right time.
3. The sector will achieve an increase in learners embarking on the above qualifications, supported by appropriate funding and delivery arrangements.

### Raising the profile of the sector: Careers Information, Advice and Guidance

The Justice sector is competing for employees in a shrinking working population. Potential recruits need to access information about jobs and careers; employers need to get the right information to the right people.

### Key features

Skills for Justice recognises the importance of acting as a central conduit to Justice sector careers enquiries. To further encourage recruitment into the sector of people from diverse backgrounds, and to cope with demographic change and the impact of replacement demand in some strands of the sector, careers in Justice need to be promoted. Recruitment strategies need to ensure that the right type of candidate is attracted to the sector, from wherever they currently operate, and the relevant information needs to be widely and easily available. There needs to be coherence across the strands of the sector in order to ensure an effective start to the more mobile careers that need to be supported in the future.

This is also particularly relevant in relation to the third-sector parts of the Justice sector, which have traditionally found difficulties in attracting a diverse range of applicants to roles within their organisations.

In terms of IAG services that Skills for Justice could usefully provide or contribute to, there were two clear answers:

- providing web-based, e-mail and telephone helpline services for careers enquiries
- signposting people to existing sources of information about careers and jobs in the Justice sector, and making available information about job opportunities/ career paths/education and training provision where it does not already exist.

### **Benefits to employers**

Improved and coherent IAG would enable greater promotion of cross-sector career development both within and outside the sector. It would also ensure that younger entrants into the sector knew where to go to for more information about the wide range of opportunities available.

### **Benefits to stakeholders**

Improved relationships with employers in the Justice sector via Skills for Justice will enable IAG agencies to gain a clearer picture of the level and extent of demand within the sector. This would also provide targeted careers information for advisers of both adults and young people.

### **Supply-side issues**

Agencies need to work with Skills for Justice in developing a common approach to LMI collection and use of careers information across the sector.

### **Actions**

Skills for Justice should be more progressive and proactive in its approach to IAG, and work to promote partnership and cross-sector initiatives.

Employers need to commit to providing Skills for Justice with up-to-date information on recruitment and different roles in the sector, and basic LMI to assist in providing background on the sector.

Sector employers also need to provide information for case studies suitable for IAG providers and use in schools, colleges and universities to raise the profile of a wider number of jobs in the sector

All employers and agencies in the Justice sector will be engaged in this solution.

All employers and agencies will work with Skills for Justice to agree a minimum level of information required on a regular basis to support IAG provision in relation to Justice sector work and to work on initiatives that will raise the profile of Justice in education and the wider community.

Skills for Justice needs to work with the following specific partners: Learndirect, Job Centre +, Careers Wales, and all IAG services.

### **Timescales**

This is a Year One priority to run from October 2007 into the 2008–09 financial year.

### **Costings**

The costs are estimated at £25,000.

### **Outputs/outcomes**

1. Increased volumes of people using IAG services for guidance to existing sources of information about careers and jobs in the Justice sector.
2. The current service will be developed and information will be made available about job opportunities/ career paths/education and training provision, where such information does not already exist.

## Action Learning Sets

Action learning has a proven track record of delivering real benefits both to organisations and individuals. It focuses on learning from personal experience as well as from the skills and experience of others. Management and leadership is a key area of skills development in the Justice sector and this would be an effective way of developing new skills.

### Key features

Action learning is a powerful form of problem solving combined with intentional learning in order to bring about change in individuals and the organisation. At the heart of the process is the Action Learning Set (ALS). This is a group of individuals who meet at regular intervals for each member to explore a challenging open-ended problem or opportunity. Every member in turn works on his or her 'task' and the others provide support and challenge. In action learning the process is usually supported by a facilitator who guides the ALS. The aim is to help each member both to tackle the task and to learn from this. By using the knowledge and experience of a small group of people combined with skilled questioning, individuals are enabled to re-interpret old and familiar concepts and produce fresh ideas – often without needing new knowledge.

The programme is designed to enable participants to

1. identify specific, real-life, strategic business issues facing them and their organisation that are in need of immediate resolution
2. work through a process with a small group, facilitated by an expert, to analyse the problem, develop a plan to tackle it and implement a programme of change to resolve it
3. evaluate the impact of the process on themselves and their business to measure the effectiveness of the programme
4. implement a personal development plan to enhance further their business and leadership skills.

The key features of action learning include learning through sharing the knowledge and experience of a small group of individuals to address real world problems, often supported by the use of formal training inputs

### Benefit to employers

An innovative approach to leadership and management problems, that encourages the sharing of best practice, cross-agency working and the development of leadership and practical problem solving skills.

## Actions

Employers will work with Skills for Justice on identifying the members of potential action learning sets, and committing fiscal and human resources to the programme if participation is warranted.

All employers across the sector need to be engaged in this solution. Specific action needs to be undertaken to ensure that smaller organisations can also benefit from this proposed action.

### Timescales

This is a Year One priority to run from October 2007 into the 2008–09 financial year.

### Costings

The estimated cost is £35,000 per cohort of 30 facilitators.

### Outputs/outcomes

There will be a bank of trained ALS facilitators able to develop and operate action learning sets as a robust mechanism for sharing knowledge, joint learning and improving responsiveness to change in Wales.

## Toolkit to support the implementation of NOS within the Justice Sector

National Occupational Standards are the key building blocks of many HR processes, yet their use is not universal. Employers have indicated that they need support to use NOS within their organisations; as well as support from Skills for Justice employees, therefore a toolkit that employers can use themselves has been proposed.

NOS can be used for a wide range of purposes throughout the people-management and development cycle, as well as to support team and partnership development, quality assurance and the development of organisational culture and competence.

### Key features

A toolkit will offer practical guidance on the uses of NOS at the managerial, organisational and individual level. Structured to enable ease of use and referenced to provide clarity on which sections are relevant for different users, it will contain step-by-step guidance on implementing standards and checklists for action.

Case studies and 'good-practice' examples can be included to provide real-life examples from employers who have used NOS. The toolkit will be made available using a mix of paper and electronic media.

The toolkit will include straightforward, step-by-step guidance to enable the use of NOS for

- workforce planning
- job design – role profiles, job descriptions and person specifications
- recruitment and selection
- induction
- personal performance
- performance management
- identifying learning and development needs and learning styles
- designing and delivering learning and development
- evaluating learning and development
- assessment and recognition of skills
- continuing personal and professional development
- career development
- succession planning and promotion
- assuring quality
- developing organisational culture and competence.

### Benefits to employers

A clear and fully supported set of tools will help employers to use NOS effectively in all aspects of their business. The will be available in a variety of formats, with assisted implementation from Skills for Justice employees.

### Benefits to stakeholders

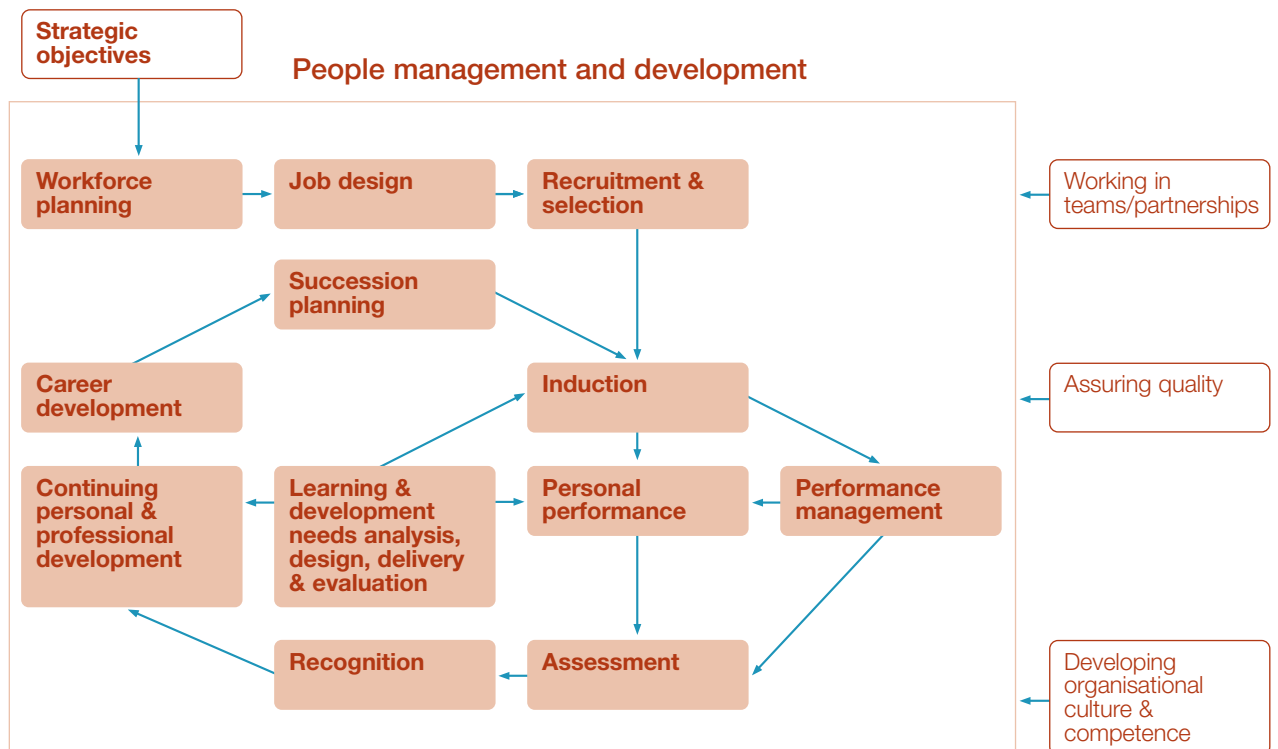
Stakeholders will have a clear guide on the use of NOS in designing training and learning opportunities that are delivered to the Justice sector; in addition, Justice sector organisations will have the ability to ensure that the training they are buying is fit for purpose.

### Actions

Employers are to work with Skills for Justice on the content and development of the toolkit and to commit to supporting its use in their organisations. This will also be a key activity in which to engage Union Learning Reps via Wales TUC.

All employers within the Skills for Justice footprint will be involved in this solution.

Partners will also be engaged in the development of the toolkit to ensure that any provision relevant to the supply side is coherent and capable of being applied to training and learning design.



Specific partners with whom to work on this are mainly the supply-side organisations in HE and FE, and other learning providers. Engagement with Union Learning Reps will require assistance from the TUC in Wales.

### Timescales

This is a Year Two priority to run from the financial year 2008-09 to 2009-10.

### Costings

The estimated cost is £25,750.

### Outputs/Outcomes

A toolkit

- is an excellent way to promote the wide range of organisational and people development elements with which NOS can assist
- needs to be delivered in a mix of online and paper-based materials with workshops for key players and managers in the organisation
- is most suitable for senior managers and HR or training specialists.

## Increasing assessor skills, capacity and provision

The purpose of this is to assist organisations in the sector in developing innovative approaches to assessment and in building internal capacity for assessment across the sector to support wider recognition of skills and knowledge for all.

### Key features

#### Access to assessment database

An access to assessment page should be added to the Skills for Justice website with a database of S/NVQ assessment services.

As a web-based resource, it could be easily updated as information on assessment centres changes. It may be possible for assessment centres that register with the site to access and update their own entry.

#### Sharing of best practice and resources

Examples of best practice in assessment should also be collected and shared (ie posted on the website), for instance

- case studies
- document templates
- examples of policies and procedures.

Organisations could also be offered the opportunity of networking/sharing best practice through e-mail groups, discussion boards and so on.

#### Assessment implementation

At a number of stages in developing assessment capacity, organisations may need external expertise or guidance. Skills for Justice could develop an implementation service to help organisations develop assessment services. This could include

- start-up advice, such as help for organisations wishing to set up a new S/NVQ centre
- revised guidance on NVQ/SVQ assessment for employees in the Justice sector<sup>7</sup>
- help for organisations to identify and access sources of funding
- developing partnership working, for example for organisations setting up a consortium
- support for organisations developing assessment services for external candidates, for example costing services, marketing, contracts, invoicing.

#### Assessment service brokerage

Skills for Justice could develop an assessment service brokerage, ie it could pro-actively make connections between organisations with similar assessment requirements. Some organisations may simply wish to make contact with each other to network, while others may wish to develop consortia – the outcomes will vary according to the circumstances and needs of the organisations, but there is potential for this process to be facilitated. For example

- the website could include a facility for organisations to register their interest in Justice sector S/NVQs
- field-based teams could share and collate enquiries or requests for assessment services.

#### Project to develop e-portfolios

The main constraint on the use of e-portfolios appears to be the cost of software licenses and IT equipment. Skills for Justice could investigate sources of funding to support organisations that wish to pilot the use of e-portfolios.

### **Benefits to employers**

Employers would have access to information and best practice in assessment and verification directly relevant to the Justice sector, and be able to share experiences of developing their own assessment capacity with others in the sector. Support in developing assessment capacity would be available in a variety of different forms, allowing the sector to learn from what has worked in other areas.

### **Benefits to stakeholders**

Assessment centres would readily be able to provide support and information on their services to organisations in the Justice sector.

### **Supply-side issues**

Organisations from the supply side need to liaise with Skills for Justice on those areas where assessment centres have coverage in relevant subject areas, and to provide information on the take-up of accredited qualifications.

There will also need to be work undertaken in partnership with Skills for Justice on developing new approaches to assessment that suit the needs of the Justice sector.

### **Actions**

Employers need to provide Skills for Justice with examples of best practice in assessment and to share information on assessment centre capacity and the ability to work across a range of sector strands.

All employers within the Skills for Justice remit will be involved in this solution.

Skills for Justice will liaise with key assessment centres, within and outside the Justice sector, on building a range of best-practice case studies and beginning to gather information on what is available.

Specific partners to work with on this solution are awarding bodies, FE, learning providers, funding agencies and assessment centres.

### **Timescales**

This is a Year Two priority to run throughout the 2008-09 financial year.

### **Costings**

The cost is estimated at £35,000.

### **Outputs/Outcomes**

An increase of assessor capacity throughout the sector in Wales will lead to an increased take-up of qualifications and the creation of a network of cross-sector shared best practice.

## Development Awards

Development Awards are designed to enable workers to gain accreditation and recognition for increasing their range of skills. They are also valuable to workers who have existing professional qualifications, enabling them to build on existing skills and achieve recognition for their specialist competencies in a new work setting.

Career development in the Justice sector often involves achieving a recognised initial level of skill, followed by either progression to a more senior role, or specialisation within an occupation. Others start in a specialist role. The sector needs a flexible qualification that recognises specialisation and specialist roles.

### Key features

A Development Award is a small award built from a selection of National Occupational Standards, and provides an opportunity for individuals to achieve recognition for skills and experience related to specific roles. They therefore focus on the skills, knowledge and experience needed at work.

Each award consists of about four units and has been specially designed to enable workers to gain recognition for current and/or additional skills. The Award is equally valuable to those who are new to the area of work and who, owing to the nature of their work, cannot produce sufficient evidence to achieve a full NVQ; for example, volunteers or part-time workers.

### Benefits to employers

This is a flexible approach to recognising and accrediting competence, allowing employees to choose the units that suit them and their job roles best, and which does not require a full NVQ to be undertaken.

### Benefits to stakeholders

Development Awards provide a clear and flexible qualifications framework for the Justice sector, applicable to all agencies in the sector and across all levels of employees.

### Supply-side issues

The development of a truly flexible competence-based awards system will require significant work with awarding bodies and qualifications authorities to set up the systems to ensure that all relevant units are included and that clear pathways are developed, fit for purpose in the sector.

### Actions

Employers will work with Skills for Justice on pathways for submission to this awards structure, and provide an indication of numbers and levels of employees who could undertake Development Awards.

All sector employers wanting to undertake these awards need to be involved in their development.

Skills for Justice will liaise with awarding bodies and qualifications authorities to ensure that systems are in place to support this initiative.

A significant issue with proceeding with this solution is that funding mechanisms are not currently in place that support small awards of this kind. This will need to be addressed as part of the SSA and is a key activity for Skills for Justice to take forward with national partners.

Specific partners to work with are awarding bodies, funding bodies, DCELLS, assessment centres and FE.

### Timescales

This is a Year Two priority to run throughout the 2008-09 financial year.

### Costings

The estimated cost is £40,000.

### Outputs/outcomes

The award will be accredited and a pilot carried out in designated areas of the sector in Wales, based on need and priority.

## Improving the LMI base – LMI collection and use

The solution is based around the establishment of both a central LMI repository held by Skills for Justice, and the creation of working groups in and across Wales with a clear agenda and agreement to develop a consistent, comprehensive LMI system for the sector. Ideally, these groups will operate to deliver an agreed, time-based action plan.

The Stage One research into the extent and nature of the LMI for the Justice sector showed that the existing economic data were incomplete and did not fit the parameters of the sector as defined by the SSC footprint. It also, however, showed that as the sector was largely made up of a small number of large organisations, it is possible to create good quality LMI by working with employers. The proposal is to create an LMI group, which will bring employer representatives together with regional and national bodies and Skills for Justice to agree an LMI core data set, additional data sets where appropriate, and a methodology for collecting the data.

### Key features

The solution is based around the establishment of a range of groups in and across Wales, with a clear agenda and agreement to develop a consistent, comprehensive LMI system for the sector, which is also consistent with UK data for the sector. Ideally, the group will operate to deliver an agreed, time-based action plan.

The short-term aspect of this priority is to agree the terms, constitution and an agenda for any future LMI development groups. An early focus should be proactive discussions with WAG, research bodies and national data collection agencies regarding Justice Sector reporting, as an element of any future surveys.

The medium-term to long-term aspect is to ensure the continued development and enhancement of the Wales Justice sector LMI base. This is closely bound to the wider (UK) Skills for Justice aim of refining LMI collection methods for all areas of the sector to ensure that, as a Sector Skills Council, Skills for Justice is the primary contact for LMI and repository for workforce data. One way of achieving this would be to develop an online LMI matrix to ensure that a baseline of information is collected and updated across the sector on a continual basis.

The medium-term to long-term focus also includes the need to progressively improve the LMI base relating to the third sector in Wales, where there is a Justice sector remit.

### Benefits to employers

A comprehensive picture of the Wales Justice sector workforce, showing strand-specific and cross-sector data. This will enable workforce planning, cross-sector career pathways, and benchmarking against other parts of the UK.

### Benefits to stakeholders

Stakeholders will benefit from more effective planning and the resulting improvement in effectiveness and efficiency.

### Supply-side issues

The workforce development planning will involve the supply side in pre-entry training provision and in accredited induction programmes for new workers.

### Actions

All Justice sector employers will need to be effectively represented and commit to sharing information where possible.

Skills for Justice will ensure that data collected are represented in a proportionate and appropriate manner and that information is supplied for workforce development purposes only.

WAG and public research bodies will be key partners in this work, collaborating with Skills for Justice on creating datasets that accurately reflect the makeup of the Justice sector.

### Timescales

This is a Year Two priority, to run throughout 2008-9 financial year.

### Costings

Unknown.

### Outputs/outcomes

Agreement can be reached to collect robust and reliable data gained from a variety of different sources in order to reduce the burden placed on employers.

Contributions will be made to Skills for Justice central LMI collection and online matrix.

A collaborative approach between Skills for Justice and the sector on data sharing will produce the best quality, up-to-date LMI

A Wales LMI Group will be established.

## Working with Children and Young People

The Justice sector needs to be confident that the people working with children have the best possible training, qualifications, support and advice, with coherence and common standards across the different agencies. Common standards and qualifications are a key part of that.

### Key features

Skills for Justice in Wales is part of the Children's Workforce Development Network (CWDN), which brings together SSCs and other key agencies/stakeholders to improve skills and learning for those who work with children and young people. The CWDN has been commissioned to develop a workforce plan as laid out in the document Children and Young People: Rights to Action which is being implemented through the Children Act 2004 and accompanying guidance.

The network will look at the Integrated Qualifications Framework (IQF) for those working with children and young people, and those who care for them. The Network will consider its own findings on the development of a Common Core of knowledge and skills and a Qualification Framework for the sector, as well as the development of a career framework that will allow movement across the whole range of roles in work with children in all sectors.

The outcome of this work will be a Children's Workforce Development Plan, which will ensure that the workforce have appropriate skills and knowledge to work together effectively and improve outcomes for children and to ensure the recruitment and retention of well-trained employees across all the sectors in which the children's workforce operates.

The strategy paper issued by the CWDN suggests that the IQF must be based on design principles that.

- reflect revised National Occupational Standards incorporating the Common Core of Skills and Knowledge
- recognise and accredit core and specialist skills and knowledge
- support work-based routes to higher education
- support the accreditation of prior learning and experience
- are 'future proofed', accrediting competence in roles, independent of the model of service delivery
- support post-qualification professional development
- support community-based learning and accreditation.

### **Benefits for employers**

Employers will benefit from the development and implementation of a qualifications framework that has acceptance and credibility across the children's workforce at all levels and that helps people deliver services that improve the lives of children, young people and those that care for them. The framework will also provide easily available advice and guidance, along with true flexibility and movement within the children's workforce.

### **Benefits for stakeholders**

Learning providers will be providing wider competence at initial training, and a balance of learning between workplace and institution. They will also be able to offer tailor-made learning to meet the needs of local employers and individuals.

All qualifications will be underpinned by a series of generic units and/or learning outcomes, common to all sector specialist routes, which will be transferable between specialist routes. These will include the skills and knowledge as expressed in the Common Core of Skills and Knowledge for the children's workforce. They will be developed at appropriate levels in the framework and once achieved, will not need to be repeated.

### **Supply-side issues**

Work is needed on the integration of the Common Core into learning packages, new and existing, and a commitment is needed to using specific standards in all provision for children and young people in line with the IQF.

### **Actions**

Employers need to work with Skills for Justice in identifying those key roles affected by this issue and to work together with other sector agencies in embedding the Common Core.

Skills for Justice will also work with employers on supporting the change arising from this issue.

All employers within the Skills for Justice remit who have specific roles relating to working with children and young people need to be engaged on this issue, especially those working directly in Youth Justice and child protection.

Skills for Justice needs to work specifically with awarding bodies, HE and FE, learning providers and assessment centres to ensure capacity is there to assess and accredit provision in this area.

### **Timescales**

This is a Year Three priority, to run throughout the 2009-10 financial year.

### **Costings**

The project is to be costed as part of the development of the Wales Strategy.

### **Outputs/outcomes**

Qualifications will be developed at appropriate levels, carry credit currency and will avoid duplication.

## ITQ and e-skills passport

Many employers in the sector do not regularly assess the generic ICT skills of their employees, focusing mainly on the specific packages that employees are required to operate. Employers still need to be confident that employees are able to use ICT effectively and for the benefit of the business. The ITQ and the e-skills Passport would apply to some aspects of the sector where there is little current ICT provision.

### Key features

ITQ is the National Vocational Qualification for IT Users; it demonstrates employee competence in the use of IT in the workplace. It is offered at levels 1, 2 and 3. ITQ is aimed at IT users and not professional IT employees such as engineers and developers. ITQ has been designed to provide an up-to-date IT user qualification for the workforce, tailored to the business and employee needs. It recognises that all organisations need IT skills but that these will vary in level and type depending on individual business needs and the use made of technology in the organisation.

The ITQ is highly customisable. The content of the qualification can be adjusted to suit the requirements of the organisation and employees. The ITQ is tailored to the needs of the particular workplace, allowing the employees to learn and be assessed on tasks that they need to know as part of their job, and taking into consideration any existing qualifications they have. So if employees require a high level of word processing skills or intermediate-level spreadsheet skills, but only a basic knowledge of preparing presentations, the ITQ can adapt to meet that need.

Many employers need their employees to be trained on software that is unique to their business so the ITQ allows for bespoke units to be included to meet this business need. If employees already have an IT user qualification, they can obtain credit for it towards the ITQ. This allows employees to build and develop their skills without having to face the de-motivating prospect of starting again or having to demonstrate skills they have already had assessed.

The e-skills Passport, a tool created by e-skills UK, has been designed to complement the ITQ, by identifying the current level of IT skills within a workforce and planning the level of training required for ITQ and an continuous record of achievement.

This mapping capacity means that it is simple for learners to evolve their hard-earned IT qualifications to a work-orientated IT qualification with no repetition or duplication of time or effort.

### Benefits for employers

The combination of ITQ with the e-skills Passport constitutes a simple-to-use system that can be tailored to meet the needs of the organisation, which assesses the current level of competence of each individual and enables a bespoke training package to be created.

### Supply-side issues

There may be some challenges in providing specialist skills and software packages in the sector. In some cases, this may require close liaison with external providers of ICT provision.

### Timescales

This is a Year Three priority, to run throughout the 2009-10 financial year.

### Costings

The estimated cost is £15,000.

### Outputs/outcomes

Skills for Justice will monitor the use of the e-skills Passports within agencies, assist with organisational skills profile and implement the appropriate ITQ level to Justice sector agencies to increase ICT skills in the Justice sector.

## Managing Justice Sector Services qualification framework

There is a need within the Justice sector to address issues of leadership and management at all levels, and to ensure that skills delivered and developed are recognised and accredited where at all possible.

### Key features

A potential solution could be to use the new management standards and qualifications have been developed internally by the sector, featuring new specialist units for Justice-specific management priorities, including inter-agency working, working with communities, contracting and tendering for services.

Skills for Justice has developed a range of NOS for Managing Justice Sector Services. The standards contain a mix of units from the Leadership and Management Standards developed by the Management Standards Centre ([www.management-standards.org.uk](http://www.management-standards.org.uk)) plus seven new standards developed specifically for the Justice sector and six common units.

Using existing Leadership and Management Standards means that managers achieving these NOS and awards in the Justice sector have readily-transferable credit that will be recognised within and outside the sector. Functions that are not covered by the generic Leadership and Management Standards (and for which Skills for Justice has developed new specialist NOS) are listed below.

1. Specify, commission and manage external contracts and agreements
2. Ensure an effective approach to project and process evaluation
3. Plan, implement and manage systems for the exchange of sensitive information, data and intelligence
4. Plan, implement and manage the sharing of knowledge and good practice to inform innovation and improve service delivery
5. Establish and manage links with wider communities
6. Develop and manage multi-agency partnerships
7. Develop proposals to meet external tendering requirements.

### Benefits for employers

The framework provides a range of units that are specific to Justice and generic across all management programmes. This system should deliver the blend of learning that is required for managers in the sector. Training will need to be delivered in short flexible units that can be built up over time.

### Benefits for stakeholders

The framework provides clear quality-assessment mechanisms to use for vocational and other management qualifications in the Justice sector.

### Supply-side issues

There will need to be a robust system of assessment in place that allows a modular approach to building a management qualification. Skills for Justice will need to work with awarding bodies to ensure that such a system is in place.

## **Actions**

Employers need to work with Skills for Justice on how these Management Standards can be delivered and assessed, as well as submitting potential pathways to the Development Awards structure that covers management and leadership issues.

Skills for Justice needs to work with the following specific partners, to ensure that this is taken up as provision in response to sector demand and that there is sufficient assessment capacity in the form of assessment centres, awarding bodies, learning providers and funders.

## **Timescales**

This is a Year Three priority to run from 2009 into 2010.

## **Costings**

The estimated cost is £22,500.

## **Outputs/outcomes**

Improved management and leadership capabilities will be achieved by offering a range of flexible, fit-for-purpose qualifications and learning programmes based on research that incorporates or offers options that involve mentoring. These programmes should be delivered by a range of partners.





# Annexe 1 – Overarching review and monitoring arrangements

## **1. Monthly project reports and Skills for Justice internal review mechanisms**

All Skills for Justice projects are subject to monthly project reporting procedures. Each of the actions detailed within the Wales Action Plan is to be conducted as a project, even if no external funding is allocated to the activity.

All projects are also subject to evaluation and impact review following their completion.

## **2. Quarterly monitoring by the relevant employer group**

The Wales Country Group will assess progress towards the fulfilment of the Wales SSA Action plan as part of its regular quarterly meetings.

The Group will consider progress over the previous quarter and identify how work can be progressed in the following quarter.

## **3. Biannual update sessions with stakeholder partners**

Country Managers, Strand Leads and regional Skills for Justice employees will arrange twice yearly contacts with stakeholder partners to assess progress against the plans.

## **4. Bi-annual update to Skills for Justice board**

SSA project manager to provide a twice yearly update to the Skills for Justice board on progress and development of the plans. The board will consider progress to date as well as how to enable work to continue.

## **5. Annual refreshment of action plans**

The action plans under this SSA (for each nation, region and strand) will be updated annually to reflect the changes in direction for the sector. This will also tie in with any refreshment of the LMI and gap analysis process.

## **6. Project specific high-level evaluation**

In addition to standard internal Skills for Justice project management procedures and additional reporting to employer groups and governance structures, a number of key projects will be identified in each nation, region or strand for each year of this three-year SSA, for high-level evaluation and Return On Investment (ROI) analysis.



# Annexe 2 – Employers consulted

## Wales Country Group

- HM Courts Service
- NAPO
- SOVA
- Probation Wales Training Consortium
- Victim Support Wales
- Social Services Inspectorate
- Youth Justice Board
- UK Immigration Service
- HM Revenue and Customs
- Dyfed-Powys Police
- North Wales Police
- Probation Boards Association
- The Cares Group
- Police Superintendents' Association
- HM Prison Service
- Rhondda Cynon Taff Youth Offending Team
- HMP/YOI Parc (G4S)
- Police Federation of England & Wales
- Home Office Crime Reduction Team, WAG
- Safer Merthyr Tydfil

## Occupational Committees (Employers in Wales listed)

### Policing Programme Management Group

- Association of Chief Police Officers
- Association of Police Authorities
- Her Majesty's Revenue & Customs
- Her Majesty's Immigration Service
- Home Office
- Her Majesty's Inspectorate of Constabulary
- Serious Organised Crime Agency
- Police Federation of England & Wales

### Custodial Care

- HM Prison Service College
- G4S – Justice Services
- Reliance Secure Task Management Ltd
- Prison Governors' Association
- UK Detention Services
- HM Prison Service Training and Development

## Community Justice

- Probation Boards Association
- NAPO – National Association of Probation Officers
- European Association for the Treatment of Addiction (UK)
- National Community Safety Network
- National Approved Premises Association
- Drug Strategy Directorate, Home Office
- UNISON
- Supporting Others through Volunteer Action (SOVA)
- Victim Support
- National Offender Management Service
- National Probation Directorate
- Crime Concern

## Courts and Tribunals

- Department for Constitutional Affairs (DCA)
- Victim Support
- Tribunals Service
- HM Inspectorate of Court Administration (HMICA)
- HM Courts Service
- Public and Commercial Services

## Prosecutions

- Crown Prosecution Service

## Online Survey Respondents

- Youth Justice Board
- Dyfed Powys Police





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