



Justice Sector Qualifications Strategy

14-19 Annex

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Contents

1. Introduction	3
2. Current SQS coverage of 14-19	4
2.1 Priority of 14-19 for the Justice sector	4
2.2 Current and future skills needs	5
2.3 Analysis of existing 14-19 provision.....	5
2.4 Analysis of what additional qualifications might be needed.....	7
2.5 Intelligence from employers / LMI	8
3. Additional Research and Analysis	9
3.1 Quantitative data	9
3.2 On-line employer survey.....	9
3.3 Occupational Committees	9
3.4 Telephone employer survey	10
4. Research Findings	11
4.1 Take-up of existing 14-19 qualifications.....	11
4.2 Levels of employment of 16-19 year olds in the Justice sector	11
4.3 Recruitment of 16-19 year olds to the Justice sector	12
4.4 Current skills levels of 16-19 year olds	13
4.5 Types and levels of qualifications most valued by employers recruiting 16-19 year olds	14
4.6 Development of new qualifications for 14-19 year olds	15
5. Impact of Additional Research and Analysis	17
5.1 Information Advice and Guidance (IAG)	17
5.2 14-19 Diplomas	17
5.3 Key skills	17
Appendix 1: Respondents to telephone interviews	18
Appendix 2: FE qualification achievements in England (age 16-18).....	19

1. Introduction

This annex aims to present an overview of the qualifications relevant to 14-19 year olds, and the context within which such qualifications are used within the Justice sector.

It is important to note that, unlike the main SQS, the coverage of this annex is restricted to England only.

The following text, provided by UKCES, describes the introduction to this project:

In March 2008 the Government launched a consultation on the 14-19 Qualifications Strategy. One of the strategy's key proposals is a new process for ensuring that public funding for 14-19 qualifications is directed in line with the aim of a more streamlined and coherent qualifications system.

The strategy proposes that, by 2013, only 14-19 qualifications that fall into four national routes or frameworks should be eligible for public funding: General Qualifications (GCSE/A-Level), Diplomas, Apprenticeships, and the Foundation Learning Tier. Qualifications that sit outside of these routes would only be publicly funded in exceptional circumstances, for example where a "standalone" qualification meets a clearly defined need that is not satisfied by the national routes.

A new committee has now been established to advise on the funding of 14-19 qualifications: the Joint Advisory Committee for Qualifications Approval (JACQA). The committee will not operate on a statutory basis, but will make recommendations to the Secretary of State for Children, Schools and Families, who will in turn make funding decisions under the provisions of Section 96 of the Learning and Skills Act 2000.

The committee will carry out termly reviews of qualifications submitted for funding approval. It will also undertake a bi-annual strategic review of the 14-19 qualifications landscape.

Where funding is being sought for a new or reaccredited qualification outside of the four national routes, there will be a requirement for JACQA to assess the eligibility of that qualification for public funding as a free standing qualification. This assessment will be made on the basis of the Section 96 criteria, which formed part of the Qualifications Strategy consultation.

JACQA will be expected to provide advice to the Secretary of State on the demand that exists for a particular qualification amongst learners, employers, and higher education. This evidence will form the basis of an assessment as to whether these demands are being met by the national qualification routes (including an assessment of the national availability of a particular qualification).

Sector Skills Councils will be required to provide supporting evidence to JACQA to inform their assessment of free-standing qualifications. Such evidence might include labour market information, and specific intelligence on the current and/or future skills and qualifications demands of a particular sector. This intelligence might be derived from SSCs' Sector Qualifications Strategies and their accompanying action plans, or from other SSC evidence bases. Specifically, the evidence should assist JACQA in making a recommendation about the need for a particular qualification within the appropriate employment/economic sector, based on evidence of demand from employers.

A call for evidence will be made to the relevant SSC if a free-standing qualification is submitted for funding approval during the termly reviews. There is no requirement for SSCs to provide supporting evidence to JACQA for the "lighter touch" funding approval of qualifications that form part of one of the four national suites. Existing qualifications development and approvals processes will give JACQA confidence that a qualification submitted as part of a national suite has already identified how it meets the needs of learners, employers and other stakeholders.

It is also expected that SSCs will input evidence to the biennial review of the 14-19 qualifications landscape that JACQA will undertake. A call for evidence will be issued by JACQA in advance of the review. SSCs might provide evidence assessing the extent to which the availability of new qualifications is meeting sector skills requirements, or how the skills needs of particular areas are evolving in ways that will require the development of new qualifications.

SSCs were requested to undertake a review of current coverage of 14-19 within the SQS and assess what further research and analysis is required to be able to respond to calls for evidence from JACQA.

(Ref: UKCES 14-19 SQS Annex – Guidance)

2. Current SQS coverage of 14-19

Guidance: This section should include an overview of current coverage of 14-19 within the SQS.

2.1 Priority of 14-19 for the Justice sector

The current SQS highlights the key priorities for the Justice sector in terms of qualifications and other learning provision and indicates how existing government policy aligns with the sector strategy (Section 2.2, page 10).

Of seven priorities identified, only one has some relevance to coverage of the 14-19 age group:

Clear entry routes into the sector and attracting a diverse workforce

“There is a projected net requirement of 109,000 entrants to the UK Justice sector to 2014. People wishing to enter the sector are often unaware of the breadth of opportunity and different roles that the Justice sector offers, as well as the scope of career pathways on from these roles... In particular, there is an issue with the sector not reflecting the community it is serving in terms of a more diverse ethnic make up...”

These issues are addressed within the SQS through proposals for pre-entry qualifications and raising the profile of the sector through improved Information, Advice and Guidance. This priority is relevant to all new entrants to the workforce, which may include some 16-19 year olds.

Impact of government policies in England

The SQS also notes that the approach to the 14-19 age group is influenced by the impact of government policies in England (Section 2.2 p 12-13):

“In particular, the recommendations from the Leitch Review (December 2006) will be influential in determining the future direction of policy on workforce development in the sector. Many of the priorities for action identified in the Justice Sector are closely aligned with the recommendations of the Leitch Review e.g.

- Increasing people’s awareness of career opportunities and the value of skills
- Developing Specialised Diplomas as entry-level qualifications for young people
- Increasing the number of Apprenticeships available to employees across the sector”.

“In addition, proposals for the reform of education for 14 to 19 year olds in England were set out in the DfES White Paper, “14-19 Education and Skills”, published in 2005. One of the key announcements in the White Paper was the introduction of a suite of Specialised Diplomas that combine academic and applied learning. Skills for Justice have been working with other SSCs to develop the Diploma in Society, Health and Development (taught in schools and colleges in

England from Sept 2008). Work is also in progress to develop a Diploma in Public Services which will be available in England from September 2010” (Ref: SSA E&W Stage 3 P.91).

2.2 Current and future skills needs

Guidance: Highlight the Current and future skills needs and how they will impact on the need, where appropriate, to attract 14-19 entrants into specific parts of the sector.

Research conducted during the development of the Sector Skills Agreement indicated that total employment levels in the Justice sector will show a slight decrease by 2014 of around 16,000. However, although the overall level of employment may decline, the need to recruit people into the sector will continue (e.g. due to retirements), resulting in a net total requirement by 2014 of approximately 109,000 new employees (Ref: SQS Section 3.2).

However, research conducted with employers would suggest that only a very small proportion of new recruits to the sector would be age 16-19. This is mainly because young people age 16-19 are unlikely to have the maturity and ‘life skills’ required for entry to many occupations in the Justice sector (Sections 3 & 4 explore this issue in more detail).

The majority of employment opportunities for 16-19 year olds are likely to be in administration and support roles. However, the SQS also notes 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 of employees in administrative and secretarial occupations of 17,000.

In cases where qualifications are required for specific occupations, these tend to be qualifications at a higher level than those held by 16-19 year olds. Indeed, the SQS notes that there has been a 4% increase over the last five years in the proportion of people employed in the sector holding 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 5% (Ref SQS Section 3.2).

2.3 Analysis of existing 14-19 provision

Guidance: Analysis of existing 14-19 provision, including general qualifications, Apprenticeships, occupational and vocational qualifications, looking at market size and employer demand.

2.3.1 Types of qualifications

Section 4.1 (p. 19) of the SQS identifies the main types of qualifications and learning provision for the sector:

General Qualifications

Clearly, there is a wide range of general qualifications offered in schools and colleges which provide a general education, without any specific focus on the Justice sector. However, there are some GCSEs and AS and A levels which may have more relevance such as Law, Sociology and Health & Social Care. For example, in England, there is a vocational GSCE and A level in Health and Social Care, the broad vocational content of which could be useful preparatory study for work within the drug and alcohol field or custodial care.

National Vocational Qualifications (NVQs)

A range of NVQs are currently available within the various strands of the Justice sector, such as Policing, Custodial Care, Youth Justice and Community Justice. However, in order to achieve an NVQ, candidates require the opportunity to demonstrate their competence in the workplace. Therefore, many 'Justice specific' NVQs would be almost impossible for young people to achieve, as they are unlikely to be employed in relevant occupations at age 16-19. It is likely that the more generic NVQs (e.g. administration, customer service) would be more relevant to those aged 16-19. This is explored further below in Section 4.

Vocationally Related Qualifications (VRQs)

Vocationally Related Qualifications (VRQs) include those qualifications which although vocationally related, are not necessarily competence-based. Unlike NVQs they are not always derived from NOS, and there is less emphasis on the importance of assessment based on workplace performance. For example, Edexcel offers BTEC diplomas, certificates and awards at a range of levels as a vocational route into employment, further or higher education.

BTEC Awards at levels 2 and 3, relevant to the Justice sector, are available in the following subject areas:

- Public Services (Uniformed)
- Forensic Science
- Health and Social Care.

Other Vocationally Related Qualifications (VRQs) are also offered by bodies such as the National Open College Network (NOCN). Those with particular relevance to the Justice sector include certificates and awards in drug awareness and tackling substance misuse.

Apprenticeships

Apprenticeships provide individuals aged 16 or over with a mixture of on and off-the-job training while they are being paid. As employees, apprentices work alongside experienced staff to gain job-specific skills and receive off-the-job training with a local training provider such as a college to acquire the knowledge to underpin their practical skills. Apprenticeships lead to the award of an NVQ, key skills and in some cases a technical certificate. In England, Apprenticeships are at Level 2 and Advanced Apprenticeships at Level 3.

In England there is currently an Advanced Apprenticeship framework for Community Justice, which has four pathways; Youth Justice, Work with Offending Behaviour, Community Safety and Drug and Alcohol Services.

2.3.2 Market size and employer demand

Sections 4.2 and 4.3 of the SQS explore the current up-take of qualifications and the match to employers needs. This recognises that there are different types of qualifications used within each strand of the Justice sector. However, it is a characteristic of the Justice sector that the vast majority of employers are unlikely to employ people in the 16-19 age groups, other than in support or administration roles.

Further research was carried out to address this issue and is explored further in Sections 3 & 4.

2.4 Analysis of what additional qualifications might be needed

Guidance: Analysis of how existing qualifications are meeting sector needs and what additional qualifications might be needed, including analysis of the extent to which Diplomas are likely to address any gaps, particularly through the provision of Additional and Specialist Learning or Apprenticeship through technical certificates.

Section 6 of the SQS described the vision for future qualifications and learning provision in the Justice sector. A key area for action was identified as:

Provision of pre-entry and entry level qualifications

“To ensure that there are clear and well articulated routes into the Justice sector from education, and that pre-entry education or training is providing entrants with the skills, knowledge and understanding that will enable them to be better prepared for an eventual role in the sector. This includes:

- development and promotion, with other SSCs, of the 14-19 Diplomas
- further promotion and take-up of Advanced/Modern Apprenticeships”

Accordingly, Skills for Justice has been working with other SSCs to develop three 14-19 Diplomas:

14-19 Diploma in Society, Health and Development

Available in schools and colleges from September 2008 and developed in partnership with;

- Children’s Workforce Network
- Skills for Care and Development
- Skills for Health
- Skills Active.

14-19 Diploma in Public Services

Due to be available in schools and colleges from September 2010 and being developed in partnership with;

- Government Skills
- Skills for Health
- Life Long Learning UK
- Asset Skills
- Council for Administration
- Management Standards Centre
- Skillsplus.

14 – 19 Science Diploma

Due to be available in schools and colleges from 2011 and being developed in partnership with:

- Semta
- Construction Skills
- EU Skills
- Cogent
- Improve
- Proskills
- Skills for Health

Advanced Apprenticeship in Community Justice

Currently in England there is an Advanced Apprenticeship in Community Justice. However, it should be noted that although apprentices are required to be a minimum age of 16, in practice many employers in community justice show a preference for recruits in their 20s. Indeed, there is a trend for Apprenticeships to be used as a means to develop older workers (including existing staff) – therefore, although regarded as a welcome development by many employers, it would be

misleading to regard Apprenticeships in the Justice sector as routes to qualifications specifically for young people.

Advanced Apprenticeships in development

Skills for Justice is working to develop an Advanced Apprenticeship for the Royal Military Police in partnership with the Royal Military Police and the Defence College for Policing and Guarding.

In addition, Skills for Justice is undertaking work to scope the potential demand for Apprenticeship frameworks for:

- Prosecution Services
- Courts and Tribunals Services
- Police Community Support Officers
- Custodial Care
- Paralegal services and,
- Links to generic frameworks.

Note: Sections 3 and 4 describe the additional research and analysis conducted to explore how existing qualifications are meeting sector needs and what additional qualifications might be needed.

2.5 Intelligence from employers / LMI

Guidance: Reference to intelligence from a significant number of employers, or Labour Market Information on what provision and skills are required, with robust and verified demand-side evidence on employers' preferences for particular levels of qualification for entry to the sector.

Skills for Justice has a well established track record of liaison and joint-working with a significant number of key employers and stakeholders through the following forums:

- Occupational Committees for:
 - Children's Workforce
 - Custodial Care
 - Community Justice
 - Court Services
 - Prosecution Services
 - Policing (Policing & Law Enforcement Programme Management Group)
 - Police Trade Union / Staff Association
 - Forensic Science
 - Substance Misuse.
- Country Groups:
 - England (Cross Sector Forum)
 - Wales
 - Northern Ireland
 - Scotland.

Each Occupational Committee is the responsibility of a designated 'sector operations manager' or Strand Lead within Skills for Justice, and each Country Group is the responsibility of a Country Manager, with each group meeting on average three or four times per year. The membership of all of these groups includes representatives of key employers and other stakeholders.

In addition, the Skills for Justice Board (which meets quarterly) includes directors, chief executives and senior managers representing key employers across the Justice sector.

The SQS (Section 6) describes in detail how Skills for Justice obtains intelligence from employers and shows the membership of these Employer and Stakeholder Forums.

However, previous consultation with employers for the SQS did not specifically address the 14-19 age group, and therefore additional research and analysis was conducted to explore what provision and skills are required and employers' preferences for particular levels of qualification. This is described below in Sections 3 and 4.

3. Additional Research and Analysis

Guidance: This section should describe the additional research and analysis work that has been undertaken to address the gaps identified in the section above and the requirements of the 14-19 SQS Project. Methodology and sources of data should be included.

3.1 Quantitative data

The research team at Skills for Justice reviewed the quantitative data available relevant to employment and qualifications. Sources included:

- Learning and Skills Council (LSC) e.g. details of courses available to 16-18 year olds for Further Education institutions in England
- Office for National Statistics / NOMIS e.g. selection of demographic data, including employee estimates by industry code
- Labour Force Survey for Justice sector employees (June -September 2008)

Further internet searches were also conducted to identify data specific to the Justice sector and the 14-19 age group. However although the quantitative data obtained provides some useful background information, much of it does not disaggregate to specifically show data relevant to those in the 14-19 age group.

3.2 On-line employer survey

In order to obtain relevant qualitative data, an online ('SNAP') questionnaire was developed. This presented a series of questions in the following areas:

- What level of priority is currently given to recruitment of 16-19 year olds in your organisation?
- Are the current skills levels of 16-19 year olds meeting the needs of your organisation?
- Are existing entry level qualifications meeting your organisation's skills needs?
- Are you are aware of any gaps in the qualifications currently available for 14-19 year olds?
- Are you aware of any future skills needs, trends or issues facing the Justice sector that will have implications for existing or new qualifications for 14-19 year olds?
- Are there any other comments you would like to make about this subject?

The online questionnaire was placed on the Skills for Justice web site. It was promoted through the Skills for Justice Sector News and the E-briefing (circulated to approximately 4,500 individuals) on 28 November 2008 and 7 January 2009. Unfortunately this resulted in only two responses.

3.3 Occupational Committees

Skills for Justice Occupational Committees were contacted with details of the 14-19 annex, and key questions were added to agendas for Occupational Committee meetings that were held during

the project. However, little feedback was received apart from the general comment that the 14-19 age group was not considered to be a priority.

3.4 Telephone employer survey

Due to the low response from other methods of qualitative data collection, it was decided to undertake a series of targeted telephone interviews with key employers.

A sample frame was created to ensure a range of employers across the Justice sector were included in the interview process. The aim was to conduct a total of 24 interviews as shown in the table below:

Sector strand	Key organisations in England	Target number of organisations to contact
Police & Law Enforcement	<ul style="list-style-type: none"> Police Forces Non-Home Office Forces (e.g. Civil Nuclear Constabulary, British Transport Police etc) Other law enforcement organisations (e.g. SOCA, HM Revenue & Customs etc) 	10
Forensic Science	<ul style="list-style-type: none"> Forensic Science Service LGC Forensics 	2
Prosecution services	<ul style="list-style-type: none"> Crown Prosecution Service Revenue & Customs Prosecution Office 	2
Courts and tribunal services	<ul style="list-style-type: none"> HM Courts Service 	1
Custodial care	<ul style="list-style-type: none"> HM Prison Service Privately managed prisons Juvenile Estate (e.g. Young Offender Institutions, Secure Training Centres) 	4
Community Justice	<ul style="list-style-type: none"> National Probation Service Youth Offending Teams National Offender Management Service Sample from voluntary sector (e.g. NACRO, SOVA etc) 	5
	Total	24

The Skills for Justice research team, in consultation with Strand Leads, identified 62 contacts from organisations to be targeted (i.e. name, job title, organisation, email, telephone numbers).

Each of the key contacts was then sent an email to explain the purpose of the research and to outline the key points to be covered in the interview; this covered the questions developed for the on-line questionnaire (described above). Key contacts were advised that they would be contacted by phone in the near future.

The emails were followed up by telephone calls over a four week period (19 January to 12 February 2009). A total of 25 interviews across the six strands was achieved. Notes were made of each interview and the responses were collated to highlight key themes in the responses to each question.

The list of participants in the telephone interviews are presented in **Appendix 1**.

The key findings from the telephone interviews are outlined below in Section 4.

4. Research Findings

Guidance: This section should draw together the outcomes from the additional research and analysis activities, making reference to data and research reports as appropriate. It should ensure coherence with current coverage of 14-19 within the main SQS document.

4.1 Take-up of existing 14-19 qualifications

Data obtained from the Learning & Skills Council summarised the qualification achievements of those aged 16-18 in Further Education Colleges in England (2004 to 2007).

The data from the LSC does not represent *all* qualifications achieved by 16-18 year olds (e.g. it does not include those achieved in schools and sixth form colleges), but it does provide a useful indication of those qualifications being achieved in large numbers by young people, which may have some relevance to the Justice sector.

General qualifications achieved in large numbers include GCE A levels and AS levels in: Law, Critical Thinking, Psychology and Sociology.

For full time vocational qualifications, the largest numbers of achievements were in Public Services (e.g. BTEC First Diploma and National Diploma).

The numbers of qualifications achieved by 16-18 year olds are summarised in **Appendix 2**.

4.2 Levels of employment of 16-19 year olds in the Justice sector

The Labour Force Survey (June - September 2008) provides an indication of the very low proportion of those aged 16-19 employed in Justice sector occupations.

The Labour Force Survey identified those respondents employed within SIC codes 75.23 and 75.24 (which most closely correspond to the Skills for Justice 'footprint'). However, for respondents aged 16-19, only *one* was in SIC 75.23 as their main job (from a total of 286 respondents), and *one* in SIC 75.24 as their main job (from a total of 638 respondents). This was from a total of 5,653 respondent aged 16-19 across all other occupational sectors.

Standard Industrial Classification (SIC) codes

75.23: Justice and judicial activities. This class includes:

- administration and operation of administrative civil and criminal law courts, military tribunals and the judicial system
- prison administration and provision of correctional services
- rehabilitation services

75.24: Public security, law and order activities. This class includes:

- administration and operation of regular and auxiliary police forces supported by public authorities and of port, border, coast guards and other special police forces including traffic regulation, alien registration, operation of police laboratories and maintenance of arrest records
- provision of supplies for domestic emergency use in case of peace-time disasters

(Ref Office for National Statistics)

4.3 Recruitment of 16-19 year olds to the Justice sector

100% of the 25 respondents to the telephone interview stated that recruitment of 16-19 year olds was either a low priority or not a priority at all.

Typical responses from the Police, Custodial Care and some areas of Community Justice particularly noted that the nature of the work generally requires applicants to have more experience and 'life skills' than would be typical for most 16-19 year olds, for example:

Police & Law Enforcement

"Minimum age for police officer recruits is 18½ but not many actually get in at that age as they would usually need more in the way of life skills" (Durham Police)

"We tend not to take people age 18-19 as they need more life experience. The average age of recruits to police officer training is probably about 24-25 years" (Leicestershire Police)

"Age limits on recruits: Police officer (18½), Special (18), PCSO (16). However, even for PCSOs, in reality it is very unlikely for recruits to be aged 16-19" (Lancashire Police)

"Some young people are recruited to police training, but only about 10% of recruits would be aged 18-19" (Hertfordshire Police)

"Police Officer probationers can be aged 19, but in reality it is rare as they don't have the necessary life skills" (Thames Valley Police).

"The vast majority of officers in HMRC will be aged 19+. Officers will typically have some relevant background experience" (HMRC)

Custodial Care:

"Prison Officers have to be aged 18+ and people usually recruited are in their second career. Therefore it is very unusual for young people to join the prison service" (HM Prison Service)

"Operational staff must be at least 18 years old. Generally, young people do not necessarily have the life skills needed to deal with detainees" (Immigration Removal Centre).

Community Justice:

"There is no lower age limit, but in reality the criteria for selection mitigates against young people being accepted as trainee probation officers or probation service officers. The selection process is very competitive and demanding and applicants need the maturity and experience to deal with difficult people" (Probation Service Consortium)

"Staff need to have at least 2 years experience of providing services for traumatised victims of violence, and be qualified social workers" (voluntary organisation)

"Operational staff and volunteers must be aged 18 or over and there would be very few in that age range employed" (voluntary organisation)

"Youth Offending Teams (which include some secure estate) do not recruit people under the age of 18. Even young people aged 18-19 would not generally be considered to have the necessary maturity for this type of work" (Youth Justice Board)

Recruitment of 16-19 year olds was also a low priority in other strands such as forensic science and prosecution, but here it was more significant that the nature of the specialist qualifications required would effectively exclude anyone in that age group.

Forensic Science:

"The vast majority of our vacancies state that the correct candidate will have a degree in a relevant scientific field" (LGC Forensics).

“FSS tends to recruit people with a good first degree and often a second degree. In the past there have been almost no opportunities for school leavers – in fact, because of competition for posts, applicants often accept roles for which they are over-qualified” (Forensic Science Service).

Prosecution Services:

“CPS tends to attract highly qualified people due to the calibre of people required and competition for places. Hardly anyone is under 19 years of age” (Crown Prosecution Service)

Therefore, although many respondents made the point that young people are not excluded from job roles because of any ‘age discrimination’, the reality is that younger applicants would not typically have the experience or qualification required for operational roles.

Administration and other support roles

A number of respondents observed that those employment opportunities for 16-19 year olds that did exist tended to be in some administration and support roles, although even here no particular priority was given to 16-19 year olds.

Feedback from the Custodial Care Occupational Committee (3 December 2008) observed that 48% of the custodial care workforce are made up of ‘non-operational staff’, which includes roles which may be more relevant to 16-19 age group.

4.4 Current skills levels of 16-19 year olds

Respondents to the telephone interviews were asked; “Are the current skills levels of 16-19 year olds meeting the needs of your organisation?”

The issue most frequently mentioned by respondents was a concern regarding the low levels of key skills, particularly that the levels of literacy were inadequate. Although less frequent, some also commented that skills in numeracy and IT were inadequate.

It should be noted however, that some respondents were satisfied with the current levels of skills and many observed that lack of key skills is not peculiar to young people, but is actually a problem across all ages.

Perhaps surprisingly a number of respondents commented that some young people did not have the IT skills required; they were generally IT literate, but not familiar with the applications needed in the workplace:

“There seems to be a skills gap in the ability of people to write to a high standard. This is more about ‘competence’ than qualifications and applies across all age ranges, but suggests that people are coming out of the education system without sufficient writing skills” (voluntary organisation).

“The level of numeracy and literacy in new recruits is 50% below that which is required. For older applicants, IT is also often a skills gap, although this is not the case for younger people” (HM Prison Service).

“There are particularly gaps in the ability of young people to write at a level required for reports, recording evidence etc. Also gaps in IT skills of young people – although young people are familiar with IT, often they do not have skills in the type of IT used in the workplace (e.g. Word and Email) – they use text and Facebook etc” (Lancashire Police).

“Some probationer constables have struggled with the level of literacy required for taking statements etc” (Durham Police)

“The big issue for young people (and older recruits) is around spelling and grammar. Many lack the ability to write reports - young people seem to think it is acceptable to use ‘text speak’ ” (Hertfordshire Police).

“Low literacy levels can be an issue – some use ‘text language’ ” (Thames Valley Police)

“Levels of literacy and numeracy can be a problem, even for some people educated to degree level” (Forensic Science Service).

“Competence in IT is a definite advantage and young people do tend to be IT literate, but often not in the right way (e.g. for work-related applications). Many young people are not so good at written English” (HM Court Service).

“It does seem that written skills are not what they once were” (Revenue & Customs Prosecution Office).

4.5 Types and levels of qualifications most valued by employers recruiting 16-19 year olds

As noted above in Section 4.3, the research emphasised the importance placed by employers on maturity and life skills when selecting recruits. This was also reflected in their views on the types and levels of qualification most valued. In many cases, and particularly for the policing and custodial care strands, the experience and personal qualities of the recruit were more important than formal qualifications. This also reflects the fact that a full structured training programme is provided once recruits join the organisation; therefore existing qualifications are regarded as less significant.

Policing and Wider Law Enforcement

“A minimum level of qualification is not a requirement, although those recruits who do have a high level of qualification may be put onto the High Potential Development Scheme (HPDS)” (Lancashire Police).

“Existing qualifications of recruits is not particularly relevant, as all recruits are given full training in the skills needed” (British Transport Police).

“Minimum qualification required for probationer constables is 5 GCSEs (including English & Maths), or an NVQ Level 2. However, where applicants lack these qualifications, they can be put through in-house occupational tests. Therefore, formal qualifications are useful but not always essential” (Durham Police).

“The majority of recruitment is for police and PCSOs and for these, qualifications are not considered at all – everything is based on the in-house assessment process. However, for police staff (e.g. roles in HR, finance, ICT etc), then we would look for a relevant qualification” (Hertfordshire Police).

“Selection is actually based on behaviours, competences and prior work experience, rather than any specific qualifications. The exception might be recruits for specific posts such as HR or IT, where a relevant qualification would be useful” (SOCA).

Custodial Care

“HMPS does not require qualifications for recruitment of prison officers. In fact, the application form doesn’t even ask about qualifications. Applicants would go through the HMPS selection process to identify their competencies – the selection decision is based on this” (HM Prison Service).

“Attitude, practical ability and the ability to learn are more important. Qualifications are not really the issue” (Immigration Removal Centre)

“Recruitment is on ability tested through assessment centres which test aspects such as literacy, numeracy, communication skills, and ability to deal with people in difficult situations. No qualifications at all are required for prison officer roles. The only area where qualifications are an issue is for specialist roles (e.g. children’s secure centres where qualified social workers would be employed)” (private prison).

“A competency based approach is used to test applicants’ abilities (we mainly want people with a reasonable level of literacy and numeracy). Therefore, qualifications of any kind are not the key factor” (private prison).

Even in administration and support roles, the qualification requirements of younger people appear to be flexible:

Courts and Tribunal Services

“We do not ask for particular qualifications on recruitment, but use an assessment process based on a competence profile” (Ministry of Justice)

Prosecution Services

“Junior positions would require academic qualifications e.g. GCSE or A level. However, the selection process is largely competence based, assessed by the application and interview” (Revenue & Customs Prosecution Office).

Therefore, many employers appear to be flexible in their requirements for qualifications when recruiting 16-19 year olds. However, in order to enter the sector in a more specialist role, then young people would need to work towards a Higher Education qualification in order to gain employment in the future. For example, this is illustrated by the following respondents from

Community Justice:

“The vast majority of recruits are educated to degree level” (Youth Justice Board).

“The majority of recruits; Probation Officers and Probation Service Officers are graduates” (Probation Service).

“A lot of volunteers are used who are HE students e.g. doing social work, criminal justice etc” (voluntary Sector organisation).

4.6 Development of new qualifications for 14-19 year olds

Respondents to the telephone survey were asked the question: “Are you aware of any future skills needs, trends or issues facing the Justice sector that will have implications for qualifications for 14-19 year olds?”

The most frequent response concerned the development of the 14-19 Diploma in Public Services, and, with only one exception, the majority of respondents across the various strands of the sector were optimistic about the potential for this new qualification.

Therefore, although the predominant view of employers in the sector is that recruitment of 16-19 year old is a low priority, nonetheless, it is recognised that there is a need to create pathways which may lead to employment in the Justice sector as young people move forward in their working lives:

“In future, more young people are likely to have completed relevant qualifications such as the Diploma in Public Services – it would be good if there were some form of APEL towards the IPLDP” (Durham Police)

“For Police, the 14-19 Diploma should provide a good basis (e.g. good community based content). However, it will still be important for young people to go out and gain life skills. The gap between achievement of qualifications (diplomas and HE) and starting police training may need to be carefully managed. On balance, the 14-19 Diploma is a useful step forward, but must be delivered with employer support and focus” (Leicestershire Police)

“The 14-19 Diploma is a positive development, providing a broad overview” (Thames Valley Police)

“The development of public service diplomas may be helpful as a basis from which young people can progress to careers in public services, but they will generally also need to also gain life skills before relevant employment. It seems unlikely that many employers will understand the distinction between different levels of diploma” (private prison).

“14-19 Diplomas are an interesting development, but they need to concentrate on transferable skills such as logical thinking and decision making as well as science subjects. If Diplomas encourage young people to study sciences for longer that will be good, as long as they are at a standard which is recognised as equivalent to A levels in sciences” (Forensic Science Service)

“14-19 Diplomas may be a useful development, as long as they are meaningful, easily accessed and provide another pathway to employment” (Ministry of Justice)

“We see the 14-19 Diploma as a potentially good foundation for young people who might want to move into the Probation service in the future. Our particular aim is to increase the proportion of male and BME applicants. By getting young people engaged with the 14-19 Diploma, this may generate an interest in the sector. It is to be hoped that the Diploma will address the need for relevant skills and qualifications for the future – in particular it seems to be good in covering areas such as communication, team working, diversity and equal opportunities, people skills and key skills. In future this could dovetail with the future qualifications framework for career progression in the Probation Service” (Probation Service).

“The 14-19 Diploma is a welcome development and may provide some of the knowledge and understanding which would be useful for a future career in probation” (Probation Service)

“We would look with interest at the 14-19 Diploma” (Voluntary Organisation)

“14-19 Diplomas in the long term should provide a useful platform from which to build, but the level of skills (e.g. in writing, risk assessment etc) would require a high level of academic ability” (Youth Justice Board)

“A broad ‘public sector’ vocational qualification may be useful, although this should not be too specific (i.e. must provide transferable skills/knowledge) given that many young people cannot necessarily be expected to know what career direction they will go in, and often their perception of jobs (such as those in scientific support roles) can be unrealistic” (Scientific Support Department).

5. Impact of Additional Research and Analysis

Guidance: This section should summarise how the outcomes of the additional research and analysis activity have had an impact on how the SSC should move forward with 14-19 qualifications and entry to the sector.

The outcomes of the additional research and analysis outlined in Sections 3 and 4 suggest the following implications for how Skills for Justice should move forward with 14-19 qualifications and entry to the sector:

5.1 Information Advice and Guidance (IAG)

It was observed that prior to a career in the Justice sector, many young people are likely to gain other work experience, and/or higher qualifications. This confirms the importance of effective Information, Advice and Guidance to raise the profile of the sector as a potential future area of employment.

This also links to the development of the 14-19 Diploma in Public Services, as although candidates completing the 14-19 Diploma may not move straight into Justice sector occupations, it may encourage them to consider this as a potential career at a later stage in their working life.

5.2 14-19 Diplomas

Feedback from employers supports the view that the development of the 14-19 Diploma is a positive way forward. However, some key messages from employers were that the Diplomas must:

- be developed with the involvement of employers
- maintain an appropriate level of academic rigour (i.e. be valued as an equivalent to GCSE/A Levels, not a lesser alternative)
- provide a broad understanding of the sector
- provide useful transferable skills (e.g. critical thinking, literacy, communication)

In addition, it was observed that it will be important to raise awareness about the 14-19 Diplomas in order that they are understood and recognised *by employers*.

There may also be potential for further work to integrate the Diplomas with other qualification pathways (e.g. providing recognition of prior learning for people who progress to other vocational qualifications such as the policing IPLDP or the new Award Structure for Probation).

5.3 Key skills

It was very clear that many employers share a concern at the low level of key skills achieved by new recruits. This confirms the importance of seeking to develop key skills, both within qualifications and within the structure of other learning programmes such as Apprenticeships.

Appendix 1: Respondents to telephone interviews

Ref	Organisation	Interview date
1	HM Revenue & Customs	19 Jan 2009
2	Refuge (voluntary sector: largest provider of domestic violence refuge in UK)	21 Jan 2009
3	HM Prison Service	22 Jan 2009
4	The Geo Group (Immigration Removal Centre)	22 Jan 2009
5	Lancashire Police	22 Jan 2009
6	British Transport Police	22 Jan 2009
7	SOVA (volunteer mentoring organisation working with offenders etc)	23 Jan 2009
8	Durham Police	23 Jan 2009
9	Youth Justice Board	23 Jan 2009
10	Leicestershire Police	23 Jan 2009
11	LGC Forensics	23 Jan 2009
12	Hertfordshire Police	26 Jan 2009
13	Serious Organised Crime Agency (SOCA)	26 Jan 2009
14	Serco (private prison)	28 Jan 2009
15	G4S Care & Justice Services	28 Jan 2009
16	Justice Academy, Ministry of Justice	30 Jan 2009
17	Probation Service	30 Jan 2009
18	Thames Valley Police	30 Jan 2009
19	Crown Prosecution Service (CPS)	30 Jan 2009
20	Forensic Science Service	30 Jan 2009
21	Kalyx Services (private prison)	2 Feb 2009
22	HM Court Service	4 Feb 2009
23	Revenue & Customs Prosecution Office (RCPO)	4 Feb 2009
24	Probation Service / NOMS	4 Feb 2009
25	Surrey Police	12 Feb 2009

Appendix 2: FE qualification achievements in England (age 16-18)

Qualification Type	Notional Level	Total numbers achieved			
		2004/05	2005/06	2006/07	Total 2004/07
GCE A Level in Law	3	157	89	57	303
GCE A2 Level Law	3	8,169	8,639	8,743	25,551
GCE AS Level Law	3	12,635	12,613	12,512	37,760
GCSE Law	2	334	294	266	894
GCE A Level in Critical Thinking	3	0	39	39	78
GCE A2 Level Critical Thinking	3	0	501	871	1,372
GCE AS Level Critical Thinking	3	4,676	5,840	5,906	16,422
GCE A Level Psychology	3	222	224	150	596
GCE A2 Level Psychology	3	16,845	17,430	17,482	51,757
GCE AS Level Psychology	3	26,510	26,627	26,824	79,961
GCSE Psychology	2	1,642	1,534	1,679	4,855
GCE A Level Sociology	3	210	37	152	399
GCE A2 Level Sociology	3	9,139	9,713	10,086	28,938
GCE AS Level Sociology	3	15,125	15,583	15,999	46,707
GCSE Sociology	2	1,504	1,481	1,576	4,561
GCSE Social Science	2	64	47		111
GCE A Level in Health and Social Care	3	0	42	1,041	1,083
GCE A2 Level in Health and Social Care	3	0	0	778	778
GCE A2 Level in Health and Social Care (Double Award)	3	0	0	1,279	1,279
GCE AS Level in Health and Social Care	3	0	1,437	2,377	3,814
GCE AS Level in Health and Social Care (Double Award)	3	0	2,009	2,374	4,383
GCE AS Level Social Science and Citizenship	3	1,765	1,703	1,765	5,233
NVQ in Custodial Care	2	0	0	20	20
NVQ in Health and Social Care	2	36	282	549	867
NVQ in Health and Social Care	3	0	30	109	139
NVQ in Public Services	2	725	834	1,117	2,676
NVQ in Youth Work	2	4	7	10	21
BTEC Certificate in Public Services	1	259	343	431	1,033
BTEC First Certificate in Public Services	2	10	24	109	143
National Certificate in Public Services	2	9	12	6	27
First Diploma in Public Services	2	2357	2673	2840	7,870
BTEC National Award in Public Services	3	337	569	693	1,599
BTEC National Diploma in Public Services	3	1888	2123	2528	6,539
National Certificate in Public Services	3	523	595	682	1,800
National Extended Diploma in Public Services	3	0	8	0	8
Access to the Police Service	X	14	10	20	44

Qualification Type	Notional Level	Total numbers achieved			
		2004/05	2005/06	2006/07	Total 2004/07
Certificate for Entry to the Uniformed Services	1	448	538	660	1,646
Certificate for Entry to the Uniformed Services	2	509	423	501	1,433
Certificate for Entry to the Uniformed Services	3	0	0	57	57
Certificate in Drug Awareness (short course)	1	2,309	4,457	7,214	13,980
Certificate in Drugs Awareness Studies	2	78	214	92	384
Certificate in Community Volunteering	1	0	18	33	51
Certificate in Community Volunteering	2	42	38	63	143
Certificate for Legal Secretaries	2	519	511	571	1,601
Legal Secretaries Diploma	3	13	8	13	34
Diploma for Legal Secretaries	3	322	336	350	1,008
Certificate in Vocational Paralegal Studies	2	180	254	216	650
Vocational Legal Studies Diploma	3	15	57	49	121
Professional Diploma In Law	3	89	75	48	212
Professional Higher Diploma in Law	4	1	1	0	2

Ref: Learning & Skills Council, 2008

<http://www.lsc.gov.uk/providers/Data/statistics/success/FEqualificationlevel.htm>