

Employment and Skills within the Justice Sector in Northern Ireland

Workforce needs, skills priorities, and scenarios

Skills for Justice
February 2010



Foreword

The justice and community safety sector is part of the bedrock of our society. It is vital to public safety, social cohesion, economic recovery and growth; the skills of its workforce are the key to delivering against a range of social and economic priorities. Skills for Justice is proud to be working with employers from across the sector and in all four nations of the UK to help them ensure they have the right people with the right skills to deliver these essential services.

This report sets out a picture of what is a highly complex sector. It reviews the state of the workforce, looks at the main drivers of change and offers some alternative scenarios for the next 5-10 years. It assesses some of the challenges ahead and the skills the workforce will need now and in the future. Finally it puts forward proposals for action – by Skills for Justice, by employers and by Governments – which will help ensure a justice sector that is fit for the 21st century.

I am clear that while the report paints a picture, its real importance is as a stimulus to focused debate and to targeted action. I look forward to working with employers in the sector and with partners in Government across the UK on this agenda.

Alan Woods OBE
Chief Executive Officer
Skills for Justice

Contents

Table of tables and figures	4
Summary	5
1. Introduction	13
1.1 Employers in the Justice sector	13
1.2 The regulatory and administrative framework in the UK countries	14
2. The factors driving skills demand	16
2.1 The contribution and performance of the sector	16
2.2 Employment in the sector	21
2.3 What drives skills demand?	29
3. Recent trends in demand for skills and current skill needs	38
4. Anticipating what lies ahead	42
4.1 Projected workforce demand	42
4.2 Scenarios and strategies for the Justice sector for the next 5-10 years	44
5. Geographies	51
6. Key skills priorities in need of action	52
Sources	60
Glossary of abbreviations	64

Table of tables and figures

Table 2.1	Employment estimates by UK country in the Justice sector	21
Table 2.2	Employment estimates by gender by UK country	23
Table 2.3	Employment estimates by ethnicity by UK country	24
Table 2.4	Employment estimates by age by UK country	25
Table 2.5	The occupational profile of the workforce by SOC Major group by UK country	26
Table 2.6	The employment status of the workforce by UK country (%)	27
Table 3.1.	Highest level of qualification among Justice sector employees in the UK (%)	38
Table 4.1	Employment projections for the UK Justice sector 2010-2020	43
Table 4.2	Employment projections for the Justice sector by UK country 2010-2020	44
Table 4.3	Employment projections for the Justice sector for some occupations 2010-2020	45
Figure 2.1	Employment estimates for the United Kingdom Justice sector by strand	22
Figure 2.2	Employment estimates for the Northern Ireland Justice sector by strand	22

Summary

Skills for Justice is the sector skills council covering all employers, employees and volunteers working to provide a range of essential public services in the UK justice and community safety sector.

This report reviews the state of the workforce, the main drivers of change and future skills priorities in the sector, and provides a set of workforce projections and a small number of alternative scenarios for the sector for the next 5-10 years. The labour market information presented in the report draws upon national datasets as far as possible, but it also incorporates research and information generated by Skills for Justice. The main focus of the report is the Northern Ireland justice sector as a whole, however, information from other parts of the UK has been included wherever relevant, bearing in mind that relevant data relating to Northern Ireland is sometimes seriously limited.

The administration of the skills system is devolved to the Northern Ireland Assembly, whereas the NIO, managed directly from Westminster, has responsibility for Northern Ireland's constitutional and security issues, in particular, law and order, political affairs, policing and criminal justice. There will be significant challenges in the coming year for the sector in Northern Ireland with the planned devolution of policing and justice powers to the Northern Ireland Assembly.

The UK justice sector, as represented in Skills for Justice's current footprint, employs nearly 580,000 people, approximately 2% of the UK workforce, and is responsible for just over 5% of public spending annually. It is made up of several strands according to their main functions. The largest strand by far is Policing and Law Enforcement, which incorporates more than half of the total workforce in the sector, followed by the Community Justice, Custodial Care and Fire and Rescue Services strands employing between 12-13% of the workforce each (10-11% in Northern Ireland). Smaller strands (each representing 1-4% of the UK workforce or 2-4% of the Northern Ireland workforce) are Courts and Tribunal Services, Prosecution Services and Forensic Science.¹ Some of these employers across the strands also include members of the children and young people's workforce.

Sources of official, *published* data relating to the Northern Ireland Justice sector are less comprehensive than for the UK as a whole, reflecting the smaller size of the sector in NI and the consequent sample size restrictions and confidentiality issues this implies. This problem has been recognised by the Department of Employment and Learning in Northern Ireland, who have funded additional research by Skills for Justice, specific to Northern Ireland, in 2006-7 and again in 2009. This research is used within this report, to supplement and to compare to published data sources.

Current Published data (LFS 2008-9) indicates that the NI Justice Sector employs 13,374 people. Given that the Police Service NI alone currently employs 11,126 people, this is clearly an underestimate. In 2006-07 NI sector data* indicated that employment

¹ Fire and Rescue Services became part of Skills for Justice's footprint in April 2009. In addition, work has just begun to gradually expand our role in the Legal Services Sector, however, Legal Services are beyond the scope of the present report altogether.

was approximately 18,400, but this excluded the majority of voluntary and community sector employment. An indicative estimate at that stage, based on UK wide experience, suggested total NI justice sector employment of approximately 21,100 jobs.

The main contribution of the sector is ensuring a safe society, which is an essential prerequisite to the wellbeing of its members, and equally to a stable and well-performing economy (for example as this is vital for attracting and retaining business activity). It is therefore important that national, regional and local skills priorities consider and reflect the needs and aspirations of justice sector employers side by side with those of employers in high potential growth areas such as advanced manufacturing.

The performance of the sector is subject to a high level of public scrutiny and measures of success are defined in a broad variety of ways such as recorded crime rates, performance indicators of service delivery, perceptions of safety among the public, promoting community safety, cost per prisoner and escape rate from prison.^{2 3}

Despite the availability of diverse measures, it is not a simple task to make a summary judgement as to how successful the sector overall is. The existing evidence suggests that *by and large employers in the sector successfully meet the demands* placed upon them, even though they have faced many serious challenges over the past decade, one example is the need to increase diversity and ensure equality within the workforce as well as among service users.

The profile of the Northern Ireland workforce in the sector suggests a pattern of stable employment: the overwhelming majority of the workforce consists of employees on a permanent contract (98%), and the majority work in full time jobs (89%). Approximately 37% of the workforce is female (ten percentage points lower than in the whole Northern Ireland economy), but significant differences exist between strands: for example in the Policing and Law Enforcement and the Custodial Care strands just over a third of the workforce is female, whereas in Courts and Tribunal Services as well as in Community Justice their proportion is at least two-thirds.

The proportionate representation of the different religious communities is a significant issue for employers in Northern Ireland. A statutory equality duty is placed on the public sector, requiring them to promote equality of opportunity and good community relations in every aspect of their work. This was brought into effect by Section 75 of the Northern Ireland Act 1998. The 2001 Census showed that 43% of the population in Northern Ireland described themselves as being brought up in a community background which was Catholic, whilst 57% stated they were brought up in a Protestant Community background. Research carried out by Skills for Justice 1n 2009* showed that some parts of the sector, for example Probation Board NI and the Court Service do reflect the communities they serve, this is more of a problem for Policing and NI Prison Service. The PSNI have operated 50:50 recruitment provisions since 2001, raising the catholic representation within PSNI from 8.3% to 22% (with over 25% for police officers). The PSNI have a target of 30% representation to be met by 2011 / 2012.

² The Northern Ireland Policing Board and the Police Service of Northern Ireland, Policing Plan 2008-11
http://www.psni.police.uk/policing_plan_2008.pdf

³ Northern Ireland Prison Service (2009). Blueprint: Corporate Plan 2009/12 and Business Plan 2009/10.

<http://www.niprisonservice.gov.uk/module.cfm/opt/5/area/Publications/page/publications/archive/false/download/true/id/40>

⁴ Less than one per cent of the workforce is from minority ethnic backgrounds (around one percentage point lower than their share in the whole Northern Ireland economy), therefore the workforce represents the communities it serves.

The sector employs a considerably lower proportion of young people between the ages of 16-24 than the Northern Ireland economy (6%, compared with 14%). This reflects the minimum age requirement of 18 for most roles, the tendency of the sector to look for candidates with life experience, and the recruitment freezes for some organisations in recent years. However, the age composition of the workforce requires monitoring as an aging workforce might lead to loss of skills and experience in the medium to longer term, and may also make it more difficult for the sector to engage with young service users.

Workforce projections freshly updated for Skills for Justice for the period 2010-2020⁵ forecast a modest overall decrease (just under 6%) in total employment in the UK justice sector. The fall is expected to be lowest in the area of justice and judicial activities, and highest in fire service activities. At the same time, the *proportion* of female employees is projected to increase slightly in all three activity areas; this will be the most pronounced (approximately 2.7%) in public security and law and order activities such as policing. This also means that the expected fall will be seen mostly in the employment of men.

The current level of qualifications across the workforce of the sector broadly reflects on the one hand, the occupational structure of the workforce, which is dominated by occupations in the associate professional and technical major group such as police officers and prison service officers⁶, and on the other, prevalent recruitment and training practices in large parts of the sector which is based on operating competence-based selection and training systems specific to the occupation without requiring a minimum level of formal qualifications.

Internal skill gaps present a greater challenge in the sector than hard to fill vacancies. The rate of hard to fill vacancies is considerably lower than across the whole economy, and the number of those due to skills shortages among these vacancies is very modest. In contrast, the extent of internal skills gaps is by and large similar to that in the workforce of the wider economy and appears to be more prevalent amongst managers and senior officials, but even more amongst administrative and secretarial staff than other occupational groups.

In addition to the technical and practical and customer handling skills highlighted by national surveys, the analysis undertaken as part of the recent Sector Skills Agreement process identified skills needs in management and leadership skills, skills in inter-agency working, ICT and in the area of equality and diversity. A recent survey undertaken by Skills for Justice amongst third sector employers in the justice sector⁷ revealed a wide range of skills needs across the board, but more pronounced among volunteers.

⁴ [Equality Commission Annual Report 2007-08, page 50](#)

⁵ Wilson, R. (2010) Update of Working Futures for Skills for Justice, Stage 2: Employment Projections.

⁶ The share of this major group among occupations in the sector is 53% as opposed to 15% in the whole economy.

⁷ Skills for Justice (2009) Skills in the Justice Sector: A survey of third sector employers 2009.

The main drivers of current and future skills needs of the sector in Northern Ireland relate to the particular political and social context of the province, as well as to the *domestic policy agenda* and the *internal trends of the UK public sector*.

The Belfast Agreement **was** reached on Friday, April 10 1998. It set out a plan for devolved government in Northern Ireland on a stable and inclusive basis and provided for the creation of Human Rights and Equality commissions, the early release of terrorist prisoners, the decommissioning of paramilitary weapons and far-reaching reforms of criminal justice and policing. Since the signing of the Agreement, society in Northern Ireland has changed and radical changes have taken place in policing, security and criminal justice.

The Northern Ireland Assembly was established as part of the Belfast Agreement and elected on the 26 November 2003. Within the context of the Agreement, the criminal justice system in Northern Ireland underwent a major review. The review addressed the need for the criminal justice system to have the confidence of all parts of the community, whilst being fair and impartial, and sought to address issues of:

- Increasing transparency and openness and enhancing public accountability and understanding
- Increasing responsiveness to the concerns of the community and encouraging community involvement, where appropriate
- Effectiveness in reducing crime and the fear of crime and looking at ways of improving the experience of victims
- Introducing a strategy for equality monitoring in the criminal justice system.

Rights and Equality: at the heart of the Agreement is a desire to protect human rights and promote equality. The Agreement paved the way for the creation of both the Equality Commission (sponsored by the Office of the First and Deputy First Minister) and the Human Rights Commission. These bodies were established under the Northern Ireland Act 1998 and came into existence the following year.

The Agreement also recommended the establishment of a statutory equality duty placed on the public sector, requiring them to promote equality of opportunity and good community relations in every aspect of their work. This was brought into effect by Section 75 of the Northern Ireland Act 1998.

The Belfast Agreement acknowledged the needs of the victims and survivors of the Troubles and accepted the need to address their suffering as an essential element of reconciliation. Addressing these needs is a top priority for the Government and more than £20 million has been invested in victims' initiatives:

The particular position of the Justice Sector across the UK makes factors such as legislation and the regulatory powers of the state inextricably part of the Justice sector's closer, 'transactional', context, and also means that many of the wider societal, economic and technological drivers are translated to the sector through government policies and priorities. Research undertaken for Skills for Justice towards the end of

2009⁸ identified a range of new and on-going influential drivers of change in the following broad categories:

- **policy and legislative changes**, as outlined above, have had a profound impact on the administration of justice in Northern Ireland.
- **economic circumstances**, the most important of which is an anticipated budget freeze or reductions for many justice sector employers in the coming years, as well as a possible increase in acquisitive crime (e.g. burglary and theft) in those areas most severely affected by the recent recession
- **social and demographic trends**, such as an aging workforce and service user groups (including victims, witnesses and offenders), and the continuing need to engage with young people. Also a range of other diverse but equally pressing issues for example the prevalence of people with mental health problems in the justice system or on-going concerns about serious organised crime and terrorism
- **inter-agency working** is an on-going priority within the sector, which means closer integration in a variety of ways, for instance information and data sharing and sharing of knowledge and experience, as well as the smooth co-operation between public, private and third sector providers
- **other organisational and technological** issues such as the workforce modernisation agenda underway in the public sector, its potential industrial relations implications, as well as preparation for the implementation of the Equality Bill, and the on-going need to adopt existing and improving technologies at a fast rate
- **environmental concerns**, particularly environmental change, which impact most directly upon the capacity of Fire and Rescue Services to respond to emergencies, but also in terms of sustainable targets set for the public sector which continue to place demands upon the sector across the board.

The three basic scenarios have been built for the justice sector for the next 5-10 years on the basis of the identified drivers of change. It is important to remember that scenarios are not forecasts or predictions. Rather, they are alternative but plausible, relevant, and challenging versions of the future, which can be used as a framework for thinking about the different ways in which the future might unfold and what strategies the sector might adopt in case of shifts in the justice sector landscape. In reality, the future is likely to contain elements from these scenarios and yet other, unforeseen, factors.

The scenarios are:

- **Joined up justice** – in which the overarching concept is effectiveness where joined up working between
- **Essential justice** – where the keyword is ‘frugality’, and maintaining essential services in focus.
- **Traditional justice** – with an emphasis on ‘toughness’ and a shift to operation

A number of strategic actions emerge from the scenarios, some of which are more relevant to one scenario or another. Some of these actions are more directly related to the workforce and its skills while others are primarily initial considerations for sector employers and stakeholders to consider should the situation require. In these cases

⁸ Institute for Employment Studies (2009) Skills Priorities and Scenarios in the Justice Sector.

Skills for Justice's main role will be in developing a response for any skills implications. The strategic actions touch upon a number of areas already identified in the Sector Skills Agreements as in need of skills development, demonstrating that some skills needs are acute and on-going in the sector.

Some of key strategic actions are:

- mapping the 'journeys' of offenders, victims and possibly also witnesses
- to highlight areas for better co-ordination and co-operation to provide a seamless experience for service users, and to map these across to the roles and skills requirements in different Justice sector roles
- improving knowledge management and the sharing of best practice
- promoting cultural change and tackling 'silo mentalities' across organisations at all levels
- developing clear entry routes and opportunities to increase lateral career progression across the sector
- promoting better leadership and the creation of cross-sector leaders who could challenge entrenched strand-focused perspectives
- further developing para-professional qualifications with appropriate knowledge and practical skills content to enhance use of cheaper staffing resources
- devolving many managerial, decision-making and supervisory responsibilities as part of the drive for affordability
- improving HR and management monitoring systems for monitoring operational effectiveness and professional standards.

Some skills priorities emerging from the drivers of change and resulting scenarios are:

- expertise in working with specific categories of people who may present specific challenges or require specialist knowledge
- recruitment and development of staff (involving a whole range of skills) from groups under-represented across the sector and at senior and management grades
- better management and leadership skills, particularly for managing professionals and self-management, as well as decision-making skills for lower grade staff
- performance management skills to deal with performance targets, indicators and other accountability issues
- greater cost-consciousness and commercial acumen, alongside improved procurement and commissioning skills across the sector (and an understanding of developmental commissioning)
- good all round communications skills and public relations skills
- greater cross-agency knowledge, research skills and ICT skills
- process improvement skills throughout the workforce to ensure better information flow and co-ordination between agencies
- further appropriate para-professional qualifications according to employer need.

Some key areas for further action for Skills for Justice, employers in the sector and Government include:

- the continuing trend of engaging private and third sector organisations in the delivery of justice should be supported by **actions to encourage effective performance** such as support for joint training through employer networks/clusters, recognition of the need to factor in support for training and management of volunteers through commissioning, support for third sector organisations to access public funding for training and to come together to increase capacity (e.g. through 'sharing' an Apprentice, or developing joint purchasing power with providers). This will require joint action by Government, commissioners of justice services and employers. Skills for Justice will work with all interested parties to ensure that the support needed is available.
- Skills for Justice is already active in its **support for the third sector** (leading work across the Alliance) and is developing a strategy, based on new research, for improving its offer to third sector employers
- government needs to maintain and increase the movement towards **a more employer driven skills system**, particularly in encouraging employers to focus on, and invest in, areas of their workforce which might otherwise have taken a back seat because of the pressure to target resources on front line delivery. This is particularly important in supporting workforce modernisation and ensuring tasks are effectively devolved as far as possible.
- commissioning bodies need to invest in the provision of improved **procurement and commissioning** skills (and an understanding of developmental commissioning) at national and local level to maintain standards and secure effective and sustainable delivery. This should be complemented by skills in tendering and securing funding, particularly for third sector employers
- the diversity issues must be a continued focus for joint action by governments, other stakeholders, employers as well as Skills for Justice. . Apprenticeships are one route to encouraging diversity, but we would like to see a range of creative and flexible approaches to supporting employers in their work. In particular we would like to see Government investment in **initiatives aimed at improving workforce diversity**, such as a continuation of *the Women and Work* initiative which is already having an impact on the confidence and progression of women in the sector
- we recognise the importance of **engaging young people** to enter the workforce, and we have seen positive engagement from justice sector employers to work alongside learning providers to design and co-deliver relevant pre-employment learning and qualifications, such as the 14-19 Diploma in Public Services. We wish to see continued Government commitment to the development and promotion of these qualifications, including ensuring that Higher and Further Education institutions recognise them as acceptable entry qualifications.
- Effective **inter-agency working** is a key issue for the sector. Skills for Justice will continue to work with employers and partners in Government to identify those areas where working together is essential for delivery – for example mental health, witness care, public protection – and we will explore the skills issues in order to develop and implement solutions.
- justice sector employers need to continue their high level of investment in the competence of their workforces, to ensure that skills, knowledge and

understanding keep pace with changing policy and practice. **Learning and training must be high quality and fit for purpose** in order to maximise the return from that investment, particularly at a time of financial constraint. To ensure this, Government needs to direct public funding for learning and qualifications towards that which meets the priority needs of employers. Skills for Justice needs to continue to work with employers to identify their skill their needs and priorities and articulate them to learning providers and funders. Skills for Justice also needs to exert influence over learning providers to make available, and provide mechanisms by which employers can readily identify, quality learning provision which is designed to meet employer needs and priorities.

1. Introduction

Skills for Justice is the sector skills council covering all employers, employees and volunteers working to provide a range of essential public services in the UK justice system.

This report is part of our core commitment to provide an annual assessment of the state of the workforce and future skills priorities in our sector, as required by the UK Commission of Employment and Skills:

“There is agreement across the four UK national governments that providing robust, comparable and comprehensive sectoral labour market information to articulate employer skill needs and inform the development of skills policy, is at the heart of the remit of Sector Skills Councils (SSCs) in the UK.”⁹

In order to fulfil this remit, the Northern Ireland report has been produced with the following main objectives in sight:

- to provide an overview of the current economic and employment structure of the sector in Northern Ireland
- to identify key factors driving current and future skills demand and priorities across the sector in Northern Ireland
- to provide forecast figures of sectoral workforce demand over the next 10 years
- to set out a small number of scenarios for the next 5-10 years together with their skills implications.

Where possible, the report is based on national data sources (e.g. the Labour Force Survey (LFS), or the Annual Survey of Hours and Earnings (ASHE)), also in order to provide comparability with other macro-level data, as well as research and information generated by Skills for Justice as part of its on-going research programme. The sections on skills drivers, priorities and scenarios for the justice sector for the next 5-10 years are primarily based on fresh research.¹⁰ The report also contains figures based on an updated Working Futures forecast to 2020, provided by the Institute for Employment Research at the University of Warwick. This update is based on the latest available macroeconomic forecast drawn up in the summer of 2009. The forecast therefore takes the economic situation and its likely effects on public services into account as far as possible, even though circumstances have already changed to some degree.

1.1 Employers in the Justice sector

Employers in Skills for Justice’s footprint provide services in seven main ‘strands’¹¹ across the UK. The main activities of the seven strands are:

⁹ UK Commission for Employment and Skills (2009) Information to intelligence: A common LMI framework for sector skills councils, p. 3.

¹⁰ Skills Priorities and Scenarios, Institute for Employment Studies 2009. The research fieldwork with justice sector employers and stakeholders was conducted between September-November 2009, therefore the results reflect the situation as it stood very recently.

¹¹ Fire and Rescue Services became part of Skills for Justice’s footprint in April 2009. Data on current workforce characteristics in this strand is included in the report, but some of the trend data up to 2008 is based on the footprint before the expansion. Work has also begun to gradually expand our role in the Legal Services Sector, however, Legal Services are beyond the scope of the present report altogether.

Community Justice

- services for victims, survivors and witnesses
- community safety and crime prevention
- prevention of offending and re-offending
- supervision of offenders in the community
- community-based rehabilitation projects

Courts and Tribunals Services

- the judiciary and magistracy
- court management and administration

Custodial Care

- detention
- secure escort services
- prevention of re-offending
- electronic monitoring services

Fire & Rescue Services

- community fire safety
- resilience

Forensic Science

- forensic investigation of crime
- delivering evidence in court

Policing and Law Enforcement

- maintenance of law and order
- prevention and detection of crime
- reassurance and support for communities

Public Prosecution

- production and issue of summonses
- preparation of cases for court
- public prosecutions

Some of these employers across the strands also include members of the **children and young people's workforce**.

The Criminal Justice System Northern Ireland is made up of the seven main statutory agencies, plus a range of other organisations in the voluntary and community sector

- *Police Service of Northern Ireland*
- *Northern Ireland Prison Service*
- *Probation Board for Northern Ireland*
- *Northern Ireland Court Service*
- *Public Prosecution Service*
- *Youth Justice Agency*
- *Northern Ireland Office (including Forensic Science Northern Ireland)*

The Community Justice and voluntary sector organisations in Northern Ireland consist of organisations such as

- *Victim Support Northern Ireland*
- *Extern*
- *Women's Aid*
- *NIACRO*
- *NSPCC*

1.2 The regulatory and administrative framework in the UK countries

The administration of the skills system is devolved to the Northern Ireland Assembly, whereas the NIO, managed directly from Westminster, has responsibility for Northern Ireland's constitutional and security issues, in particular, law and order, political affairs, policing and criminal justice. There will be significant challenges in the coming year for the sector in Northern Ireland with the planned devolution of policing and justice powers to the Northern Ireland Assembly.

In the other UK nations, the administration of the skills system is mostly devolved to country level, whereas there is greater variation as regards justice, even though some of the structural elements are mostly common regardless of which body is responsible. However, the variations mean that some individual UK countries will not be responsible *to the same extent* for the administration of their own affairs in these two respects and therefore within the same UK country variations can exist between the administration of justice on the one hand, and of employment and skills on the other. This state of affairs can make the harmonisation of the employment and skills system (for example provision) with the skills needs of the justice sector complex, and it highlights the complexities as well as underlines the importance of Skills for Justice's coverage of the UK.

In **England**, the justice system is regulated and administered at governmental level by three government departments: the Home Office, the Ministry of Justice and Communities and Local Government as well as the Attorney General's Office. Education, skills and lifelong learning matters are administered by the Department for Business, Innovation and Skills.

In **Wales**, the administration of justice is not currently devolved from that of England; therefore the Home Office, the Ministry of Justice and the Attorney General's Office are responsible for these functions. However, education and skills, community safety, and fire and rescue matters are devolved to departments within the Welsh Assembly Government.

The broad areas of justice and education and skills are devolved in **Scotland** to departments of the Scottish Government. Structural differences are more pronounced as well between the Scottish education and justice system and the rest of the UK, for example local authorities are responsible for administering probation through Criminal Justice Social Work departments, and Children's Hearing Panels are responsible for youth justice.

2. The factors driving skills demand

2.1 The contribution of the sector

A safe society is an essential prerequisite to the wellbeing of its members, but also to attracting and retaining business activity. It is therefore important that national, regional and local skills priorities consider and reflect the needs and aspirations of justice sector employers side by side with those of employers in high potential growth areas such as advanced manufacturing.

Even though the benefits of a justice system that works are beyond doubt, defining its contribution to the public good in measurable terms is not without difficulty, especially if the preventative aspects of the justice system (i.e. crimes that are not committed or incidents that do not happen as a result of the deterrent effects and preventative actions of the system) are also added to the equation.¹²

The performance of the sector is subject to a high level of public scrutiny and measures of success are defined in a broad variety of ways such as:

- **Crime rates, number of incidents and reoffending rates:** measures of these include police-recorded crime figures and the number of incidents.^{13 14}
- **Performance indicators of service delivery:** these indicators include, for example, crime detection rates by the police¹⁵, the number of offenders sentenced by the courts, the time taken for cases to come to trial, the number of prisoners and people being supervised in the community, the number of fires and incidents attended by fire and rescue services¹⁶.
- **Perceptions** of safety among the public and the level of fear of crime; the level of public confidence in the criminal justice system and satisfaction with the performance of organisations in the sector, and the perceptions of those dealt with by the system, such as victims and prisoners.¹⁷ The number of 'police on the street' is an integral part of this debate, which is often used to convey a political message of success in ensuring public safety.
- **Economic measures**, including, among others, the cost of crime fires and other emergencies to society, the cost of running the justice sector, and the savings

¹² Information on the overall cost of crime tends to be patchy and a comprehensive and reliable methodology is notoriously difficult to achieve, not least due to the fact that the majority of offences remain unreported and unrecorded. The costs and benefits of crime prevention has so far been the least well-researched area, see e.g. Roman, J. and Farrell, G. (2002) Cost-Benefit Analysis for Crime Prevention: Opportunity Costs, Routine Savings and Crime Externalities. Evaluation for Crime Prevention (Crime Prevention Studies vol. 14 pp. 53-92), also Crawford (2007) Crime prevention and community safety.

¹³ For example in Northern Ireland, although there has been a slight rise in the number of recorded crimes between 2007/08 and 2008/09 (1,5%), the overall trend in recorded crime from 1999/00 onward is generally downward since crime peaked in 2002/03. (PSNI Annual Statistical Report, Report No. 1, Recorded crime and clearances 1st April 2008 – 31st March 2009)

¹⁴ For example, in Northern Ireland the reoffending rate for offender cohorts from 2000 to 2005 fell by 6.8 percentage points compared with predicted reconviction rates. (Reconviction in Northern Ireland: Results from the 2005 cohort Research and Statistical Bulletin 8/2008.)

¹⁵ The overall clearance rate in Northern Ireland increased by 2.5 percentage points from 20.5% in 2007/08 to 23.0% in 2008/09. (PSNI Annual Statistical Report, Report No. 1, Recorded crime and clearances, *ibid*).

¹⁶ The latest collated Northern Ireland figures indicate that fire services attended nearly 50,115 fires in 2008/09, which represented a 5% decrease compared with the previous year. ([Northern Ireland Fire and Rescue Service website accessed January 2010](#))

¹⁷ For example, 68% of those participating in the Northern Ireland Omnibus Survey 2008 thought that the performance of the police in Northern Ireland was very/fairly good. In September 2008, 86% had some, a lot, or total confidence in the police's ability to provide a day-to-day policing service for everyone in Northern Ireland.

achieved by the prevention of incidents and the overall productivity of the sector. This aspect will be discussed below in more detail.

The cost of crime and incidents

The available information suggests that *the cost of the justice system only represents a fraction of the overall cost of crime and incidents*, which in turn also means that every crime or incident prevented or mitigated contributes to the reduction of the overall social burden, and to the greater safety of society.

The most comprehensive estimate of the cost of crime is now fairly dated, and it relates to England and Wales only. The Home Office study argued that the total cost of crime in England and Wales in 1999/2000 was approximately £60 billion (on 1999 prices). By far the largest proportion of this cost, approximately half, was the physical and emotional impact of crime on those involved and only 17% was the cost of the criminal justice system. However, even this estimate was incomplete as it only included partial costs for a substantial number of potentially costly offence types such as drug trafficking and possession, fraud and motoring offences. A revised estimate concerning the cost of crime committed against individuals and households only (i.e. excluding corporate victims) asserted that the cost of this segment of criminality was over £36 billion in 2003/04 (calculated on 2003 prices), 20% of which was the cost of the criminal justice system.

A more recent estimate undertaken on behalf of the TaxPayers Alliance in England, Wales and Northern Ireland calculated that the total cost of these stood at approximately £15 billion in 2007, costing nearly £275 per person. However, this only covered recorded crime, and given that the majority of offences remain unreported, this is likely to be a moderate slice of the overall cost.¹⁸ Another partial and very cautious estimate put the amount of loss to fraud at nearly £14 billion per year in the UK (based on figures mainly relating to 2005). The figure only estimates loss, and does not include the cost of prevention, and of criminal justice interventions.¹⁹

The cost of fires and incidents is also high, both in social and economic terms. The insured cost of fire in the UK was estimated at a record high of £1.3 billion in 2008, a 16% increase on the previous year despite a similar fall in the number of fires during the same time. However, the total economic cost of fires is much higher. The available figures are partial and several years old (the latest is based on 2004 figures), covering England and Wales only. However, these estimates suggest that the total cost of fires in England and Wales was £7.04 billion, approximately a quarter of which was the cost of the fire service response.²⁰

¹⁸ Only approximately 40% of incidents of comparable crime came to the attention of the police in 2008/09 (in reality, this proportion is likely to be lower as the British Crime Survey only provides a measure of incidents against the population residents in households in England and Wales but not commercial entities).

¹⁹ Levi, M. et al. (2007) *The Nature, Extent and Economic Impact of Fraud in the UK*.

²⁰ The figure includes the cost of attending false alarms, the number of which tends to be greater than the actual number of fires attended. Office of the Deputy Prime Minister (2006) *The Economic Cost of Fire: Estimates for 2004*. <http://www.communities.gov.uk/documents/fire/pdf/144524.pdf>

Productivity and spend in the justice sector

For the most part, justice sector services have traditionally been viewed as one of the core functions of the state, no matter whether the services are delivered by the public, private or third sector. Therefore, in terms of productivity, the services provided by the sector count as public services. Although devising productivity measures for the public sector has been seen as notoriously difficult, a programme of developing such measures has begun following the Atkinson Review in 2005.

As regards the justice sector, the United Kingdom Centre for the Measurement of Government Activity (UKCeMGA) at the Office for National Statistics has devised and reported on two categories: one is Public Order and Safety (consisting of fire, courts, probation and prisons), where productivity is measured by input and output; and a separate Police category, where output is simply measured by input (productivity therefore will always be zero). The Police category was separated because it was thought to be hard to place a value on the services provided since no market transactions take place and, as discussed above, there is no robust data on non-crime incidents, for example as a result of police prevention work.

Although at present using admittedly unsophisticated measures²¹, ONS calculated that **productivity in Public Order and Safety between 1997-2007 fell to 83.4% of its 1997 level**, which means an annual average decrease of 1.8%, even though in 2006 and 2007 it actually increased compared with the previous year. The decrease in productivity in this particular area was much sharper than in public services across the board (3.4% decrease compared with 1997 levels, an average annual fall of 0.6%), no doubt due to higher levels of investment.

Regarding Police, the total current price input into Police Services in the UK was £16.6 billion. This figure included measures of labour, goods and services, and capital consumption. Labour cost was by far the largest component at 76%.²²

Finally, alongside the on-going ONS work, is still worth looking at state spending on justice for an indication of the fiscal value of the sector. The latest available figures suggest that in 2008-09 an estimated total of £33.9 billion was spent on public order and safety in the UK, approximately £2.5 billion more than in 2007-08.²³ According to HM Treasury's projection, public order and safety will amount to 5% of government spending in 2009-10.²⁴

To surmise, there can be no doubt that the justice sector is resource-intensive and requires a large amount of labour input. However, despite the weaknesses in the

²¹ For example, number of court cases and number of prisoners were used as input measures, rather than measures resulting from following offenders', victims', witnesses' journeys through the system. The disadvantages are obvious: if the number of court cases go down, for example because of simplified procedures or falling crime rates, this shows up as decreasing productivity, whereas an increase in the number of prisoners would seem to suggest increasing productivity. The decrease in fire productivity was explained by increased expenditure on new responsibilities for example mass decontamination, which were not fully reflected in the output measure. These issues will be discussed again when considering potential measures of success in the sector.

²² Attempts at developing direct measures of labour also took the contribution of special constables into account, which is a step towards acknowledging the contribution of tens of thousands of volunteers in the justice sector. For example, in 2008 police forces included nearly 17,000 unpaid special constables in Great Britain (Skills for Justice estimate), and over 6,000 police support volunteers in England and Wales (National Policing Improvement Agency (2009). See Public Service Output, Input and Productivity: Measuring Police Input, UKCeMGA, June 2009.

²³ HM Treasury: Public Expenditure Statistical Analyses 2009 (June 2009).

²⁴ HM Treasury: Latest Public Finances Databank 21 October 2009.

available data, it is clear that the harm and cost caused by crime and incidents far surpasses the cost of the justice sector, and is well worth investing in.

Success and Challenges

Despite the availability of diverse measures, it is not a simple task to make a summary judgement as to how successful the sector overall is²⁵. This is all the more so as justice has become a highly politicised subject, especially in the past two decades or so, when crime and justice has been one of the constant focal points of electoral campaigns, policy making and legislation. Nevertheless, the available evidence suggests that **by and large employers in the sector successfully meet the demands placed upon them**²⁶.

Despite some demonstrable achievements, some strands of the sector have faced major challenges of very different kinds over the past two decades, such as:

- **the need to increase diversity** among the workforce and take decisive action to eradicate racism, which required changes not only in recruitment practice and workforce training but in organisational culture
- highly traumatic **high-profile cases**, for example that of Michael Stone and Ian Huntley, which were influential in changing different aspects of organisational practice and training
- repeated **organisational shake-up**, for example the creation of the Police Service Northern Ireland and the closure of HM Prison Maze.

Compared with the early 1990s, service **providers in the sector have become far more diverse**, with significant private sector involvement, for example in the provision of custodial services, secure transportation (escort), electronic monitoring, forensic services and in the operation of custody suites in police stations. The involvement of third sector providers has also greatly increased, for example in supporting victims, survivors and witnesses of crime as well as prisoners and their families; providing housing, education, training, employment and other important services to offenders and ex-offenders across the board; and in the areas of crime reduction, community safety and substance misuse.

Equality

Equality is a hot topic for the Justice sector in Northern Ireland as there is a statutory obligation in Northern Ireland to monitor the workforce under Articles 52 and 55 of the Fair Employment and Treatment Act to ensure that the proportions of staff by community background and gender are regularly monitored and the findings are reported to the Equality Commission for Northern Ireland (ECNI) annually.²⁷ The ECNI is responsible for overseeing the implementation and effectiveness of the statutory duty on public

²⁵ A few among these complexities: crime figures are notoriously vulnerable to under-reporting, and changes in trends are unlikely to be due to the activities of the justice sector alone. Moreover, public insecurity and the fear of crime have remained 'stubbornly unaffected' despite the falling crime rates of recent years (see Crawford, A. (2007) *Crime prevention and community safety*).

²⁶ For example, 59% of those participating in the large-scale longitudinal British Crime Survey in 2008/09 thought that the criminal justice system on the whole was fair, and 38% thought it to be effective. During the same period, victims of crime were very or fairly satisfied with the way police handled the matter in 63% of incidents (Crime in England and Wales 2008/09, *ibid.*).

²⁷ [See the Equality Commission for Northern Ireland for further information on the Fair Employment and Treatment Act.](#)

authorities including those within the Justice sector. One aim is for the Northern Ireland Justice sector is to ensure the workforce not only reflects the community it serves but is also capable of meeting its needs. For example, the Police Service Northern Ireland's Gender Action Plan contains plans to introduce a mentoring policy for staff and to deliver Positive Action Programmes for female officers and staff. Both actions are intended to help meet the organisational objective of ensuring that PSNI has a gender composition which is representative of the community it serves at all grades, ranks and in all specialist units. Staff across the sector attend courses such as harassment/bullying training and disability awareness training the latter in particular to secure improvements and change attitudes towards those with disabilities.^{28 29}

Devolution

The Northern Ireland Assembly is the prime source of authority for all devolved responsibilities and has full legislative and executive authority. The Northern Ireland Assembly was suspended at midnight on 14 October 2002. Power was restored to the Northern Ireland Assembly on 8 May 2007. Delegated legislation dealing with certain reserved matters, and some Bills or Acts of the Northern Ireland Assembly, are subject to Parliamentary procedure.

In October 2009 the Prime Minister Gordon Brown announced a £1 billion deal to transfer policing and justice powers to the Northern Ireland Assembly. The budget is part of an effort to reach a final agreement between unionists and nationalists on the creation of a justice ministry at Stormont. This proposal is to aid completion of the final stage of devolution in Northern Ireland. There is also provision for Northern Ireland to access extra funds in unforeseen emergency circumstances in matters relating to the devolution of justice and policing.³⁰

The 1999 Patten report, which led to major reforms of the police in Northern Ireland, said the Full Time Reserve in Northern Ireland should be phased out over a three-year period, providing the security situation did not "deteriorate significantly." It was set up in 1970 in response to the growing threat from paramilitaries. At its strongest it had about 3,500 officers, but now has only about 440. While numbers have been reduced, the reserve has so far been retained as police commanders said they needed it to maintain a good policing service. However, in June the last PSNI Chief Constable, Sir Hugh Orde, indicated that he intended to press ahead with a plan to abolish the reserve by March 2011. In practice there may be no full time reserve officers on the streets after the summer of 2010. Some Northern Ireland Assembly members are trying to include the retention of the full-time reserves as part of the devolution of policing and justice powers.³¹

²⁸ Police Service Northern Ireland & Northern Ireland Policing Board (2008), Gender Action Plan 2008, http://www.psni.police.uk/final_gender_action_plan.pdf

²⁹ Police Service Northern Ireland (2008), Disability Action Plan. Public authorities in Northern Ireland have a duty under the Disability Discrimination Act 1995 to promote positive attitudes towards disabled people and encourage participation by disabled people in public life. http://www.psni.police.uk/disability_action_plan_2007-2010.pdf

³⁰ The Guardian, 29 October 2009, <http://www.guardian.co.uk/politics/2009/oct/21/gordon-brown-northern-ireland-police>

³¹ BBC News, 6 November 2008, http://news.bbc.co.uk/1/hi/northern_ireland/8347564.stm

2.2 Employment in the sector

*The sector employs nearly 580,000 people across the UK, approximately 2% of the total workforce*³². The majority of justice sector employees are based in England (83%), followed by Scotland (10%), Wales (5%) and then Northern Ireland (2%).³³ This is broadly similar to the distribution of the workforce in the whole economy. (Table 2.1)

Table 2.1 Employment estimates by UK country in the Justice sector

Country	Whole Economy	Justice Sector
Northern Ireland ³³	752,865 3%	13,374 2%
England	24,563,146 84%	482,764 83%
Wales	1,323,234 5%	27,220 5%
Scotland	2,530,269 9%	56,003 10%
Total UK	29,169,514	579,361

Source: Labour Force Survey 2008-09, percentages have been rounded.

In Northern Ireland there are over 13,000 people working within the Justice sector, which represents 2% of the UK Justice sector.³⁴ Over half of the Northern Ireland workforce work in Policing and Law Enforcement, but Fire and Rescue Services and the Community Justice and Custodial Care strands also employ more than one in ten of the workforce each. The Fire and Rescue sector becoming part of Skills for Justice's footprint in April 2009 added considerably to employment numbers, it now represents approximately 11% of the Northern Ireland Justice sector workforce.

The sector also has a large volunteer workforce across the UK. Although no firm figures exist regarding the number of volunteers in the justice sector, it is estimated that they number in the tens of thousands.³⁵

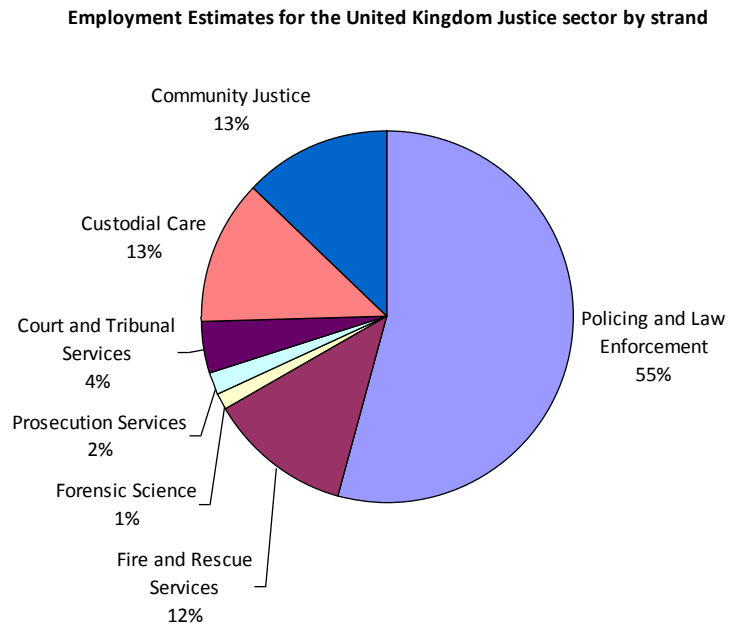
³² Labour Force Survey 2008-09, Office for National Statistics.

³³ Based on the Labour Force Survey data sources, the estimate of employment in the Northern Ireland Justice sector is just over 13,000. In 2006-07 the Skills for Justice Sector Skills Agreement: Skill Needs Assessment Northern Ireland indicated that employment is approximately 18,400, but this excludes the majority of voluntary and community sector employment, for which precise estimates are not yet available. An indicative estimate at this stage, based on UKwide experience, suggests total NI Justice sector employment of approximately 21,100 jobs.

³⁴ This is based on Labour Force Survey data which underestimates the Justice sector workforce. Skills for Justice obtained figures of around 18,400 in 2006-07 (see note above).

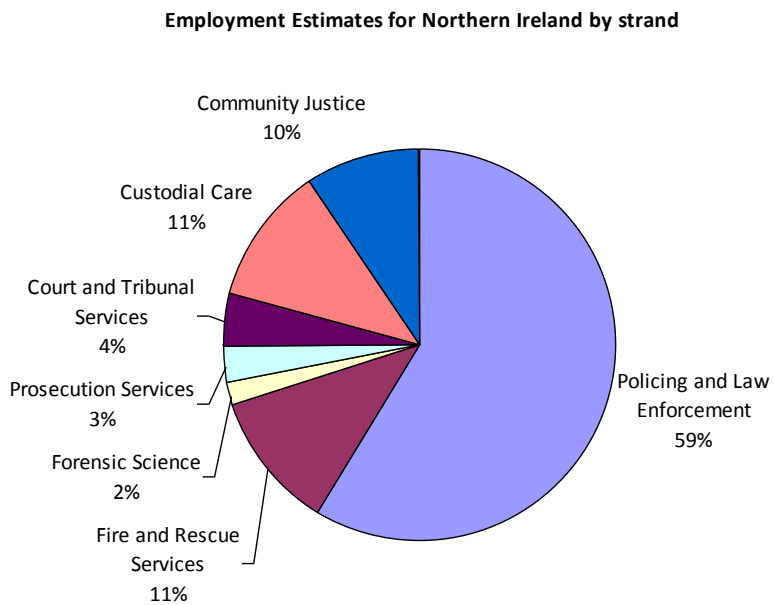
³⁵ Some essential services such as those to victims, survivors and witnesses of crime rely to a great extent on volunteers, for example Victim Support in Northern Ireland had approximately 60 staff and 160 volunteers in 2010 (Victim Support Northern Ireland website accessed January 2010).

Figure 2.1 Employment estimates for the United Kingdom Justice sector by strand



Source: Skills for Justice 2009, percentages have been rounded.

Figure 2.2 Employment estimates for the Northern Ireland Justice sector by strand



Source: Skills for Justice 2009, percentages have been rounded.

The workforce of the Justice sector in Northern Ireland consists of approximately 63% males and 37% females. While the UK Justice sector consists of approximately 60% males and 40% females. This means that the proportion of females working within the Northern Ireland Justice sector is three per cent lower than the UK Justice sector and nine per cent lower than in the UK economy as a whole.

Table 2.2 Employment estimates by gender by UK country

	Whole Economy		Justice Sector				
	UK	Northern Ireland	UK	Northern Ireland	England	Wales	Scotland
Male	15,677,718 54%	401,231 53%	345,681 60%	8,360 63%	287,018 59%	15,983 59%	34,322 61%
Female	13,491,796 46%	351,634 47%	233,680 40%	5,014 37%	195,746 41%	11,237 41%	21,682 39%
Total	29,169,514	752,865	579,361	13,374	482,764	27,220	56,004

Source: Labour Force Survey April 2008-March 2009, percentages have been rounded

However, significant differences exist within strands in Northern Ireland. For example in the Policing and Law Enforcement and the Custodial Care strands just over a third of the workforce is female, whereas in Courts and Tribunal Services as well as in Community Justice at least two-thirds are women. This pattern is also echoed in for the Justice sector across the UK.³⁶

Equality is a hot topic for the Justice sector in Northern Ireland as there is a statutory obligation in Northern Ireland to monitor the workforce under Articles 52 and 55 of the Fair Employment and Treatment Act to ensure that the proportions of staff by community background and gender are regularly monitored and the findings are reported to the Equality Commission for Northern Ireland annually.³⁷

The Equality Commission for NI then reviews the figures against the workforce figures from the 2001 Census and any areas of under-representation, whether by gender, age, ethnicity, religious belief and so on, are identified together with proposals for corrective measures to address any imbalance.

Approximately six per cent of the UK workforce is from minority ethnic backgrounds in the sector, which is three percentage points lower than their share in the whole economy.

³⁶ Figures collated by Skills for Justice (2007-08), <http://www.skillsforjustice-lmimatrix.com>

³⁷ [See the Equality Commission for Northern Ireland for further information on the Fair Employment and Treatment Act.](#)

Table 2.3 Employment estimates by ethnicity by UK country

	Whole Economy		Justice Sector				
	UK	Northern Ireland	UK	Northern Ireland	England	Wales	Scotland
White	26,512,154	740,356	546,414	13,374	451,319	26,622	55,100
	91%	98%	94%	100%	93%	98%	98%
Asian	1,282,920	4,743	14,233	-	13,862	117	254
	4%	1%	2%		3%	0%	0%
Black	603,852	1,539	9,976	-	9,434	140	402
	2%	0%	2%		2%	1%	1%
Mixed/Other	761,943	6,228	8,738	-	8,149	342	248
	3%	1%	2%		2%	1%	0%
Total minority ethnic	2,648,714	12,509	32,947	-	31,445	598	903
	9%	2%	6%	<1%	7%	2%	2%
Total	29,160,869	752,865	579,361	13,374	482,764	27,220	56,003

Source: Labour Force Survey April 2008-March 2009, percentages have been rounded.

The Northern Ireland Justice sector workforce has less than one percent from a black or minority ethnic background. The UK Justice sector workforce has a six percent representation from black and minority ethnic backgrounds. According to the 2001 Census the population of ethnic minorities in Northern Ireland stood at 14,279. This was just less than 1% of the entire population; therefore the workforce represents the communities it serves.

Among the strands the Policing and Law Enforcement and the Custodial Care strands are the least ethnically diverse (approximately 5% and 6%, respectively)³⁸, despite concerted efforts at recruiting and retaining minority ethnic staff over the past decade.

The age profile of the workforce shows that the sector employs a lower proportion of workers at either end of the age spectrum (under 25 and over 55, respectively) than the whole economy. (Table 2.4)

³⁸ Labour Force Survey and Skills for Justice, *ibid.*

Table 2.4 Employment estimates by age by UK country

	Whole Economy		Justice Sector				
	UK	Northern Ireland	UK	Northern Ireland	England	Wales	Scotland
16 – 24	4,023,096 14%	107,143 14%	45,661 8%	804 6%	39,121 8%	2,520 9%	3,216 6%
25 – 34	6,267,064 21%	179,415 24%	140,762 24%	1,974 15%	119,111 25%	7,078 26%	12,599 22%
35 – 44	7,388,433 25%	201,905 27%	173,749 30%	3,834 29%	144,261 30%	6,926 25%	18,728 33%
45 – 54	6,615,683 23%	165,493 22%	146,547 25%	4,467 33%	119,445 25%	6,750 25%	15,887 28%
55 +	4,875,239 17%	98,909 13%	72,643 13%	2,295 17%	60,826 13%	3,949 15%	5,572 10%
Total	29,169,515	752,865	579,362	13,374	482,764	27,223	56,002

Source: Labour Force Survey April 2008-March 2009, percentages have been rounded.

Most notably, just 8% of the workers in the UK Justice sector are young people aged 16-24 which is six per cent lower than across the whole economy. Their proportion is even lower (6%) in the Justice sector workforce in Scotland and Northern Ireland. The Northern Ireland Justice sector under-represents 16-24 year olds within its workforce (6%) compared to the 14% of 16-24 year olds within the Northern Ireland economy. The smaller percentage of 16-24 year olds reflects the minimum age requirement of 18 for most roles, and the tendency of the sector to look for candidates with life experience. Many join the large-number roles (e.g. police and prison officers) as a second or third major job role.

The highest proportion of the workforce in the UK Justice sector (30%) is aged between 35-44 years, which is higher than their representation in the whole economy (25%). In Northern Ireland, the highest proportion of the workforce (33%) is aged between 45-54 years. Altogether, at least half of the workforce in each UK country is aged between 35-54, and over 60% in Scotland and Northern Ireland.

At the other end of the spectrum, the Northern Ireland Justice sector over-represents those aged 55+ years (17%) compared to 13% of the Northern Ireland economy. Other countries within the UK employ fewer older workers (aged 55 or over) due to lower retirement age requirements traditionally common across large parts of the workforce (including police officers and firefighters); however, their proportion has begun to increase at UK-level since 2006.

National figures confirm that the associate professional and technical major group dominates the occupational profile of the sector (53%). The figure for Northern Ireland Justice sector is 48%. This Standard Occupational Classification (SOC) major group's share in the whole economy is just 15%. This divergence is due to the fact that the largest workforce groups in the justice sector, mainly those in lower ranks who work at the 'front line'³⁹ are all currently classified as part of this group.

Table 2.5 The occupational profile of the workforce by SOC Major group by UK country

	Whole Economy		Justice Sector				
	UK	Northern Ireland	UK	Northern Ireland	England	Wales	Scotland
Managers & senior officials	4,539,191 16%	84,891 11%	54,197 9%	2,093 16%	43,784 9%	3,349 12%	4,971 9%
Professional occupations	3,811,654 13%	94,507 13%	52,978 9%	528 4%	46,734 10%	3,104 11%	2,611 5%
Associate professional & technical	4,263,801 15%	95,497 13%	309,066 53%	6,430 48%	258,970 54%	13,304 49%	30,362 54%
Administrative & secretarial	3,321,451 11%	95,882 13%	96,631 17%	3,763 28%	78,572 16%	4,147 15%	10,149 18%
Skilled trade	3,159,157 11%	111,780 15%	10,633 2%	113 1%	8,272 2%	859 3%	1,389 2%
Personal service occupations	2,457,967 8%	60,297 8%	9,899 2%	83 1%	7,752 2%	406 1%	1,659 3%
Sales & customer	2,223,361 8%	56,235 7%	4,983 1%	245 2%	3,403 1%	611 2%	724 1%
Process, plant & machine operatives	2,030,821 7%	63,148 8%	1,686 0%	0 0%	1,268 0%	0 0%	418 1%
Elementary	3,334,119 11%	88,873 12%	39,082 7%	119 1%	33,803 7%	1,440 5%	3,721 7%
Total	29,141,522	751,108	579,155	13,374	482,558	27,220	56,004

Source: Labour Force Survey April 2008-March 2009, percentages have been rounded.

The high proportion of associate professional and technical occupations present in the justice workforce is associated with a lower share of managers and professionals on the one hand, and those below the administrative and secretarial group on the other. At Northern Ireland level 16% of the sector's workforce works as a manager and another 4% as a professional compared with 11% and 13% in the Northern Ireland economy, respectively. To a large extent due to the type of public services provided by the sector, workers in other groups such as skilled trades, personal services, sales and customer service, process, plant and machine operatives as well as elementary occupations

³⁹ For example police officers at sergeant rank and below, prison service officers below principal officer rank, and fire service officers at leading fire officer rank and below.

represent just 5% of the workforce in total, which is only a fraction compared with the 51% in the whole Northern Ireland economy.

Some variations exist within UK countries which are probably due to variations in organisational structures and job roles. The proportion of managers is higher in Northern Ireland (16%) and to a lesser extent in Wales (12%) than in England and Scotland, and the proportion of workers in occupations classed as professional is even smaller in Northern Ireland (4%) and Scotland (5%) than in the rest of the UK. Northern Ireland is also distinguishable by the higher proportion of administrative and secretarial roles in the justice system than in the rest of the UK and even lower percentage of occupations below the administrative major group.

Table 2.6 The employment status of the workforce by UK country (%)

	Whole Economy		Justice Sector				
	UK	Northern Ireland	UK	Northern Ireland	England	Wales	Scotland
Employed	87%	85%	98%	99%	98%	100%	100%
Permanent	95%	94%	98%	98%	98%	95%	99%
Temporary	5%	6%	2%	2%	2%	5%	1%
Self-employed	13%	15%	2%	1%	2%	0%	0%
Full-time	74%	78%	86%	89%	86%	85%	88%
Part-time	26%	22%	14%	11%	14%	15%	12%

Source: Labour Force Survey April 2008-March 2009, percentages have been rounded.

The overwhelming majority of the Northern Ireland justice sector workforce consists of employees on a permanent contract (99%), and the majority work in full time jobs (89%). Compared with the whole economy in Northern Ireland, both self-employment and part-time working is much less common. This relationship holds true for the UK Justice sector and UK economy too.

*Compared with 2002-levels, total employment in the UK justice sector by 2008 has grown by approximately a third (34%).⁴⁰ The level of year-by-year growth varied, but workforce growth well outstripped that in the whole economy in most years⁴¹. The distribution of the workforce by major occupational group during this time remained relatively stable, the only consistent change appears to be that *the proportion of managers and senior officials as well as that of professionals has grown at a considerably higher rate* than the rest (compared with 2002-levels, by 60 and 65%, respectively).*

Labour turnover in the sector is not high in comparison with other sectors and vacancies represent a much lower proportion of employment than across the whole economy.

Labour turnover and vacancy rates manifest in different occupational groups and service

⁴⁰ Labour Force Survey 2002-2008 (based on calculations in the UKCES Almanac): the total workforce increased from 376,050 to 501,360 during this period. This reflects Skills for Justice's footprint before Fire and Rescue Services joined in 2009.

⁴¹ The total volume of employment grew by approximately 4% by 2008, compared with 2002 figures (data source as above).

providers differently. In 2008 in the public sector, which encompasses the largest proportion of the workforce, the overall turnover rate was lower than average, whereas in the private and voluntary sectors this rate was slightly higher.⁴²

⁴² Chartered Institute of Personnel and Development: Recruitment Retention Survey 2009. The turnover rate was 15.7% across the board compared with 12.6% in the public sector, and 16.8 and 16.4% in the private and voluntary/community sectors, respectively. Skills for Justice's own research in 2009 among third sector employers confirmed this trend regarding paid staff: the turnover in the previous 12 months was 16%, but for volunteers 20%. (Skills in the Justice Sector: A survey of third sector employers 2009, Skills for Justice).

2.3 What drives skills demand?

Fresh research carried out for Skills for Justice by the Institute for Employment Studies (IES)^[1] towards the end of 2009 identified the key drivers of change in the sector together with its skills implications. The research concluded that when identifying key drivers of change using the customary PESTEL analytical framework, the specific position of the justice sector, and in particular, the close and intermingled relationship of justice functions with the state itself is a central consideration. Factors such as legislation and the regulatory powers of the state are inextricably part of the Justice sector's closer, 'transactional', context, whereas these factors are mostly part of the wider environment for other sectors. Further, the importance of domestic political drivers of change reflects the sector's dependency on a single 'customer' – government – through whose policies and priorities many of the wider societal, economic and technological drivers are translated. By extension, key drivers of change in the justice sector, and the scenarios derived from them, are UK-centric and government-centric.

The IES study confirmed that justice sector employers and stakeholders considered those drivers of change most influential which clustered around the **domestic policy agenda** and **the internal trends of the UK public sector**. In comparison, commercial pressures such as developments in world markets that loom large in many other sectors, although clearly influential, are mostly of indirect and secondary importance in comparison. Nonetheless, it is also worth considering how global trends might relate to justice developments in the UK.

In the Northern Ireland justice sector specifically, **devolution, funding restrictions** and the **modernisation agenda** are key factors driving changes to skills requirements. One theme that runs through each of these key factors is skills needs resulting from, and required to deal with, large-scale organisational change. High-level management skills are also likely to be of value. Other themes are borne out in the Northern Ireland Justice Sector Skills Survey⁴³ which highlights social (such as increasing diversity in the workforce) and economic (such as government funding) drivers of skills, but also draws attention to the skills needs impact of serious, violent and organised crime.

Global drivers of change

i) Trends in internationalisation

International governance and co-operation affects certain areas such as European arrest warrants, some judicial and policing co-operation and wider co-operation on other security matters. It is possible that some of these policy trends towards greater co-operation may cease or slow down in the medium term in a changed UK electoral landscape, although it is difficult to envisage a new UK government targeting European co-operation in these areas for renegotiation. It is also unlikely that the justice sector will be particularly affected in the next few years by the **indirect impact** of internationalisation on UK society. Some areas of the justice sector have had to adapt to

^[1] Institute for Employment Studies (2009) Skills Priorities and Scenarios in the Justice Sector, unpublished report. The research incorporated desk research, consultation with Skills for Justice, as well as focus groups and individual interviews with sector employers and stakeholders. A more detailed consideration of emerging skills needs will follow in section 4 of this report.

⁴³ Skills for Justice (2009), Northern Ireland Justice Sector Skills Survey, June 2009

the rapid influx of migrants since May 2004 but it is now a past trend and unlikely to be repeated in the near future.

ii) Changes in regulation

The degree and type of regulation has a direct impact on the justice sector, which is tasked with implementing and enforcing a large amount of legislation. Indeed, the justice sector itself is the target of a certain proportion of regulation. However, it is not straightforward to relate the amount of regulation in society to impacts on the justice sector. For instance, some low regulation societies (such as the USA) may actually make far more intensive use of the institutions of justice to deal with the frictions between individuals and organisations than a far more regulated society (such as Denmark). For this reason, the degree of regulation is not a useful driver for understanding the justice sector and instead it is necessary to have a more detailed view of the sector's objectives and how the sector is organised.

iii) Demography and changing identities

The demography of the UK is changing, with an **ageing society** coinciding with a situation where population growth is sustained by immigration (and immigrants' children). These are drivers the justice sector has considered largely in relation to their impact on the actual and desired composition of the **justice sector workforce**. There is also some limited consideration of the skills required to **deal with certain categories of people**.

The sector, however, is **still to engage with changing identities** and the possibility that younger, more diverse, sections of the population, growing up in the information age, may be more detached from the institutions of justice in the UK. The globalisation of values and possibility of adopting multiple, transient identities through, for example, virtual communities and ICT, may change identity formation processes. Specifically, it may threaten the traditional pattern of formation of a single identity while growing up that survives throughout adult life, and uniform, shared conceptions and standards of justice. It may also expose vulnerable individuals to **extremist viewpoints** which may be destabilising for communities and nations.

UK and Northern Ireland domestic drivers of change

Across all labour markets in Northern Ireland, short-term forecasts predict some immediate skills deficits in the higher-skilled, more specialist occupations. There is currently a higher concentration of people with general qualifications and skills⁴⁴ and fewer people with specialisms, causing potential shortages in areas such as science-based occupations. Employers in the sector are competing more widely for a shrinking pool of highly skilled employees with specific skills. Partly as a result of this, structural economic weaknesses in NI have persisted and in some cases worsened. In general, graduate-level skills are likely to be increasingly in demand from around 2012 up to 2020, and there will be some growth in jobs, albeit relatively slow growth.

⁴⁴ Oxford Economics/ DELNI (2009), Forecasting future skill needs in Northern Ireland: final report, Department for Employment and Learning Northern Ireland:
www.delni.gov.uk/forecastingfutureskills

A range of trends and changes was identified that would impact in particular ways on different parts of the sector. New legislation under the Sentencing Reforms will mean increased workload for the Probation Board NI and others in community justice. Prison populations are also set to rise bringing about workforce training challenges for custodial care.

i) Policy and legislative trends

The UK Justice sector is subject to, and is accustomed to rapid policy evolution and legislative change, leading to institutional reorganisations, legislative change affecting both the public (large numbers of new offences) and the sector itself (such as the Data Protection Act, equalities legislation and, imminently, the review of the Police and Criminal Evidence (Northern Ireland) Order 1989). Justice sector issues can vary somewhat between the UK countries. Justice powers are partially devolved to the Scottish Government and may in 2010 be devolved also to the Northern Ireland Executive. The outcome of the **2010 general elections** will largely determine the political and legislative agenda for the justice sector in for the coming years. Northern Ireland and England are likely to be most affected, but areas such as **immigration and serious crime** will be affected UK-wide.

National politics also impact on the justice sector as a result of *policies on public spending* (and how sharply it is adjusted), *public sector employment* (including pensions) and *skills* (in terms of the future of existing funding channels such as Apprenticeships and Essential Skills).

Devolution in Northern Ireland brings a number of challenges for the skills needs for organisations in the justice sector to be able to engage with Members of the Legislative Assembly (MLAs). The devolved government exposes politicians and organisations to increased public scrutiny, requiring high level skills to deal with the demands of accountability and managing expectations. Politicians themselves face challenges in increasing their knowledge of the public sector but also in developing high level negotiating and influencing skills. Justice sector organisations are competing locally with other services for funding, while third sector involvement is expected to increase, according to the Third Sector Skills survey, thereby requiring third sector up-skilling.

Devolution links strongly with the modernisation agenda in the justice sector, which has a strong focus on performance management but also touches on more collaborative and partnership working, and taking greater account of equality, diversity and human rights. Catholics and disabled people (and indeed women) are currently under-represented in the Northern Ireland justice sector: 43% of the population is brought up in the Catholic community but only 25% of those working in the justice sector is Catholic and it has taken great improvements in recent years to attain this level. Similarly, 18% of the population is disabled compared with 10% of those working in the justice sector. Bringing about a more representative workforce, and dealing with the potential negative response of the majority, creates challenges for the skills of all employers and HR departments particularly.

Modernisation also includes a changed focus from intervention to prevention (e.g. in terms of fire risk, crime etc.), requiring 'soft skills' at all levels, such as: communication

skills; engaging communities; changing perceptions of the services. This changed focus also relates to the policy driver to embed services (such as the police) within the community in order to develop public trust and confidence, or for managers of justice organisations responding to demands for more flexible ways of working. A model of generic skills was proposed in the focus group and included:

Potential skills implications for the sector

- Depending on future priority areas for policy, more staff with in-depth skills are likely to be required in certain areas (for example in dealing with knife crime), and more generally to engage with communities in new ways and work with new procedures. However, at this point these skill needs cannot be identified with any certainty.
- Ongoing need for performance management skills to deal with performance targets/indicators/accountability, which may also need to be refreshed/adapted to changing accountability structures (e.g. reporting to lay people as well as professionals).
- Partnership and team working.
- Communication/negotiating and influencing.
- Understanding social contexts.
- Media and PR training to help manage bad news and communicate success stories.

The skills survey also showed the importance of proving return on investment. This might be a social return and require skills in identifying and measuring impact (which, again, police felt they lacked).

i) Economic circumstances

Achieving efficiencies is a trend across much of the public sector and Justice is no exception. This trend is happening in Northern Ireland as well as in nations throughout the UK. Cost cutting programmes already under way in England and Wales include the £1 billion Performance and Efficiency Programme within the Ministry of Justice⁴⁵. As the main political parties begin to plan to reduce the deficit, the anticipation among justice sector employers and stakeholders is that many services' ***budgets will face a freeze or further reductions***. Whether these cuts and pressures apply evenly across the sector or fall disproportionately on certain areas remains to be known. The Northern Ireland Court Service and Probation Board Northern Ireland felt well prepared for a shortfall in government funding according to the Justice Sector Skills Survey, however, the Police Service Northern Ireland felt less well prepared.

As in the wider public sector, the employment impacts of cuts to the Justice sector are likely to affect the regions and nations of the UK differently⁴⁶.

Economic circumstances can also drive work volumes in the Justice sector. Historically, recessions have been associated with increases in ***acquisitive crime***.⁴⁷ Areas that

⁴⁵ NOMS (2009) National Offender Management Service Report and Accounts 2008/09.

⁴⁶ Larkin K. (2009), Public sector cities: trouble ahead, London: Centre for Cities.

remain depressed for longer periods can often suffer from increased substance misuse. Conversely, economic growth can sometimes be associated with greater amounts of violent crime and disorder, with more young people with money to spend meeting in city centres on Friday and Saturday nights.

Sector employers and stakeholders have identified that, in addition to reducing services, reduced budgets will have consequences for the sector's **capacity to change**. On the one hand, efficiency drives have already led to a certain amount of capability being out-sourced by moving towards **more private and third sector involvement**, which is likely to continue. On the other, if recruitment freezes exacerbate the already ageing profile of the workforce in certain key occupations, vital changes in organisational culture could be delayed, especially as regards **engaging more effectively with young people**⁴⁸. This could affect relationships with young people both as service users and as part of the future workforce.

Participants at the workshop highlighted the need for senior managers within the justice sector to develop skills to help them in developing a business case to secure sufficient resources for their organisations, for which negotiating/influencing and budgeting skills would also be necessary.

Potential skills implications for the sector

- management and leadership skills to manage downsizing and respond to shifts in demand for services
- a higher volume of skills/training in the private and third sectors to reflect their increasing involvement in service provision
- a need to maintain and update the skills and knowledge of older workers
- the need for senior managers within the Northern Ireland justice sector to develop skills to help them in developing a business case to secure sufficient resources for their organisations, for which negotiating/influencing and budgeting skills would also be necessary.

iii) Social and demographic trends

Demographic trends affect the Justice sector in several ways:

- the Northern Ireland Justice sector itself – like the UK Justice sector -, is an **ageing workforce** (an impact that could be exacerbated by recruitment freezes). This is associated with a range of **management and skills challenges** within Northern Ireland justice sector organisations⁴⁹, such as managing the careers and re-skilling of individuals to reflect their developing needs.
- in its work, the Northern Ireland justice sector will interface with **increasing numbers of older victims, witnesses, offenders serving sentences in prison and in the community**, as well as with other members of the **public**, and it will need to continue to be responsive to their needs

⁴⁷ Reiner, R (2007) *Political economy, crime and criminal justice*. Oxford: Oxford University Press.

⁴⁸ Skills for Justice (2009) 10th England Cross Sector Forum, 30 June.

⁴⁹ Skills for Justice (2005) Skills Foresight report: skills needs in Northern Ireland.

- as already mentioned, this will be mirrored by an ageing Northern Ireland justice sector workforce's need to **continue to engage with young people** and to deal with any increase in delinquency
- finally, an ageing society potentially also faces the risk of **cultural disconnection** and even **conflict between young and old**, with potentially far reaching implications for the work of the justice sector.

A number of ***longstanding and emerging trends and societal circumstances*** have had a formative influence on the justice sector in a variety of ways. One of the most significant of these influences is that they have driven the need for closer integration of the work of justice sector agencies with other partners and stakeholders both within the sector and outside of it (including interactions with, amongst others, health, social work and housing services). Some of these trends are:

- the increasing level of concern with the prevalence of **mental health** problems within society. One instance of this within the Justice sector is the recent examination of alternatives to prison for people with certain conditions, explored recently in the Bradley Review⁵⁰
- criminality and victimisation within **harder to reach segments of society** where additional outreach and engagement by the justice sector may be required
- higher profile, more complex problems related to **serious organised crime and terrorism**.

With each of these trends, the impact on the Justice sector is a combination of the underlying social trend, the political priority accorded to the issue, and the manner in which the justice sector is required to respond. The future political priority accorded to these underlying issues is as yet unknown, as is the type of justice policy response to them.

Potential skills implications for the sector

- Expertise in working with specific categories of people who may present specific challenges or require specialist knowledge. This involves skills at two levels:
 - specialists who are trained work with certain groups (e.g. youth engagement, substance abuse, outreach with people vulnerable to extremism),
 - a certain level of skills and general awareness among the wider justice workforce to be better equipped to work with specific groups (such as older people and those with mental health problems), and to be able to assess issues in order to know when to refer matters to specialists.

iv) Inter-agency working

Making all parts of the Northern Ireland Justice sector work together, and with outside partners, more effectively was established as a **top ongoing priority** in consultations

⁵⁰ Bradley Rt Hon (2009) The Bradley Report: Lord Bradley's review of people with mental health problems or learning disabilities in the criminal justice system.

with sector employers and stakeholders in October and November 2009. Information sharing between probation and prisons in Northern Ireland generates challenges and changes to skills requirements. To some extent, this trend represents strategies driven by some of the trends already described. The two main underlying reasons for a continued need for effective inter-agency working are that **effective responses** to many of the social and demographic trends outlined above cannot be delivered by any Justice sector service or specialism in isolation. Secondly, **efficiency drives** and the prospect of funding cuts also encourage this approach as a means of de-duplicating effort and sharing expertise and overheads.

Inter-agency working is, however, also a driver of change in its own right. It is a widespread trend also driven by Government, which individual justice sector organisations cannot ignore. The on-going drive for closer inter-agency working manifests itself in numerous ways that were highlighted as important and ongoing trends by sector employers and stakeholders, such as:

- **information and data sharing** across agencies (notwithstanding legal restrictions⁵¹)
- sharing **experience and knowledge** across parts of the system
- upgrading and improving **information systems** to support closer co-operation, especially in the interest of public safety
- working in closer **co-operation with the private and the third sectors**, especially as regards addressing the needs of victims.

Potential skills implications for the sector

- good all round communications skills
- knowledge and appreciation of the work of colleagues in the wider justice sector and beyond
- research skills to know where to find relevant information
- resourcefulness and an ability to act on own initiative
- to the extent that integration is supported by technology, it should be a priority for all staff to be brought up to proficiency in the systems used across agencies.

v) Other organisational and technological issues

As large public sector employers, many justice sector organisations face a range of trends related to **industrial relations**. Most recently, the Criminal Justice and Immigration Act 2008 has, for instance, removed the **right** of prison officers **to take strike action**. More importantly, the **fast pace of change in the content of many jobs** within the sector led some employee representatives to voice concerns about the need for greater definition, clarity and support for certain staff, many of whom may have many years of experience in working in the sector. In future years, if the pace of change is maintained in conjunction with pay freezes and potentially staff cuts, the industrial relations climate within the sector could become a concern.

⁵¹ This is an area subject to change as the UK-wide Communications Data Bill is designed to balance access to communications data with privacy, in the area of counter-terrorism.

The justice sector has over recent years been at the centre of the public sector's **workforce modernisation agenda**. This has led, most visibly, to the creation of new 'para-professional' staff categories such as police community support officers. In conjunction with this trend, there is a widespread feeling among sector employers and stakeholders that justice sector organisations (many of which are hierarchical organisations) are increasingly **devolving responsibilities to the lowest possible levels** largely driven by economic considerations.

The emergence of revolutionary new technologies, such as DNA profiling in 1984, is difficult to predict and remains to some degree an unknowable part of the future. It is nonetheless plausible that practitioners will continue **adopting existing and improving technologies at a rapid rate**. The ten years to 2010 saw a large increase in the use of technologies such as CCTV, DNA evidence gathering and database-facilitated checks and investigations. One area of interest is **evidence and communication in digital form through the stages of the justice process**. It is to be expected that over the next ten years, practitioners will again need to keep abreast of developments in techniques and equipment.

Potential skills implications for the sector

- the fast pace of change requires frequent refresher/update/CPD training to keep staff up to date
- devolved responsibilities mean self-management, management and leadership as well as decision-making skills further down the ranks
- positive action measures could lead to specific schemes to invest in the recruitment and development of staff (involving a whole range of skills) from groups under-represented across the sector and at senior and management grades
- practitioners in the sector will need to continue to keep abreast of developments in techniques and equipment.

vi) Environmental concerns

Environmental change may have a disproportionately large impact on the work of the Fire and Rescue Services through the frequency and severity of extreme weather events. Of particular concern is the need for **capacity to respond rapidly** to large scale flooding in built up areas.

In other areas of the justice sector, the effects of environmental concerns are likely to be focused in relatively few areas. Justice sector organisations within the public sector have faced **sustainability targets** since 2006/7.

Responses to the Justice Sector Skills Survey from the Police Service of Northern Ireland (PSNI) indicated that some in the police may feel poorly equipped to respond to some aspects of different ways of working, such as recognising and responding to the public perceptions of crime.

Potential skills implications for the sector

- increased risks of events such as large scale flooding requires a continued need for Fire and Rescue staff (including retained firefighters) to be able to operate rescue equipment and vehicles, assess and minimise risks, organise evacuations etc.
- capacity building may require the acquisition of experience (e.g. through joint exercises/simulations with other emergency and support services) as much as standard training
- capacity within command/control/co-ordination functions is also vitally important
- as regards sustainability targets, realistically most organisations are likely to seek outside support from energy efficiency specialists rather than build considerable in-house expertise.

3. Recent trends in demand for skills and current skill needs

While the proportion of those qualified to NQF Level 4 and above is comparable with those across the whole UK economy to those across the whole Northern Ireland economy, a higher than average proportion of workers in the Northern Ireland Justice sector is qualified to NQF Level 4 and above, and *a lower than average proportion is qualified to below NQF Level 2*, and especially low levels have no qualifications (Table 1).

In recent years, however, the qualifications scene has been changing, following the general UK trend of increasing qualifications levels among the workforce. Younger people in the sector are also likely to have higher qualifications (at least in the 25-34 age group) than older workers.

Table 3.1 Highest level of qualification among justice sector employees in the UK (%)

	Whole economy		Justice Sector				
	UK	NI	UK	Northern Ireland	England	Wales	Scotland
NQF Level 4 and above	33%	33%	34%	47%	33%	47%	36%
NQF Level 3	16%	15%	21%	16%	21%	13%	22%
Trade Apprenticeships	5%	7%	3%	7%	3%	0%	6%
NQF Level 2	16%	15%	21%	17%	21%	23%	16%
Below NQF Level 2	13%	9%	14%	10%	14%	12%	11%
Other qualifications	9%	4%	4%	1%	4%	2%	5%
No qualifications	8%	16%	3%	2%	3%	3%	4%

Source: Labour Force Survey April 2008-March 2009, the figures include Fire and Rescue Services.

The breakdown of qualifications across the sector broadly reflects prevalent recruitment and training practices, as well as the breakdown of the workforce by major occupational group. The largest employers, such the Police Service Northern Ireland, do not have entry-level formal academic qualifications requirements, but select and train candidates according to their own competence-based selection and training programmes.⁵² This means that the majority of the workforce in 'front line' occupations is recruited at entry level and is trained to acquire sector-specific qualifications. However, limited evidence is available from England & Wales to suggest a higher success rate among candidates who already have experience in the sector, for example as a volunteer or as a lower grade support staff⁵³.

⁵² For example in Northern Ireland, having successfully passed the assessment centre and medical examination, police officer candidates must undergo a two-year probationary training period. ([Police Service Northern Ireland website](#)) The probationary period in many forces in England & Wales includes working towards a Level 3 NVQ in Policing, and recruits are expected to achieve NVQ Level 4 in Policing either during or shortly after this period. (Skills for Justice Occupational Map, November 2008).

⁵³ An example is the 12% higher success rate among those who had experience of serving as a police community support officer as opposed to those who had not in passing the entrance assessment exercise suite to enter a Home Office police

Despite a *growing recognition for the need to develop diverse and accessible entry routes* across the sector, and to break down the ‘silo’ approach to recruitment, training and continued professional development, it continues to be the case that these **remain, for the most part, delivered separately** by justice sector strand,⁵⁴ much of it in-house, and much of it is unaccredited. This reduces the potential for developing a core of justice-related skills and the ability to transfer these skills from one part of the sector to the other, potentially leading to an inflexible and static workforce on the one hand, and on the other, duplication in training, should a worker decide to transfer from one strand to another.

*The rate of difficult to fill vacancies in the sector in Northern Ireland is considerably lower than across the board, and the number of those due to skills shortages is very modest.*⁵⁵

Some shortages in the sector tend to concern specialised skills, and the numbers involved are small. For example, some evidence from employers suggested difficulties with recruiting qualified social workers **to work with young people** in young offender institutions and secure training centres. These shortages may reflect the wider trend of difficulties with the recruitment of social workers specialising in work with children and young people. In relation to Northern Ireland, it was mentioned that **forensic psychologists and nurses** working in custodial establishments were in short supply. The likely cause of the shortage regarding forensic psychologists was the lack of specialist training provision in Northern Ireland, which meant that trained staff had to be recruited from elsewhere in the UK, with varying success.⁵⁶

However, recent data suggests that among *third sector employers* in the justice sector the rate of *hard to fill paid vacancies* appears to be sizeable (27% of paid vacancies), particularly among those working with victims, survivors and witnesses of crime and in substance misuse work, and especially in **positions that require interaction with service users** and the possession of **specific skills** (such as advice workers, counsellors and community development workers). The primary reasons for these recruitment difficulties are lack of specific skills and lack of necessary experience. As regards *volunteer* positions, **leadership and management** are reported to be the most difficult to fill, and also those that require **specialist skills** such as finance and IT. The main reasons for this seem to be simply lack of applicants and lack of experience.⁵⁷

*The extent of internal skills gaps across the sector is by and large similar to that in the workforce of the wider economy*⁵⁸. However, the distribution of skills gaps among broad occupational categories does not follow the proportion of the workforce in these categories. Compared with their share among the occupations within the sector, skills gaps appear to be less prevalent among professionals, but more pronounced among **managers and senior officials** and even more so among **administrative and**

force. The success rate was also 8% higher among those with experience of serving as a special constable. (NPIA Examinations and Assessment, Police SEARCH Recruit Assessment Centre, Annual Results Report 2007/08.)

⁵⁴ See for example A Sector Skills Agreement for the Justice sector, Northern Ireland, Skills for Justice 2008.

⁵⁵ The Northern Ireland Skills Monitoring Survey 2008 suggested that whilst the proportion of difficult to fill vacancies in Northern Ireland (as a proportion of all vacancies) across the economy was 29%, this was 15% in the Justice sector.

⁵⁶ The evidence was received in response to Skills for Justice’s consultation with employers regarding the Migration Advisory Committee second partial review of the government-approved shortage occupations list in July 2009.

⁵⁷ Skills for Justice (2009) Skills in the Justice Sector: A survey of third sector employers 2009.

⁵⁸ 5% as opposed to 6% of employment across England (NESS 2007).

secretarial staff⁵⁹. About a third of the identified skills gaps can be attributed to associate professional and technical staff, which is lower than their share in the sector workforce but is nevertheless considerable.

With the growing importance of *third sector providers*, ensuring that the workforce has the required skills is particularly relevant. Skills gaps are generally present to a **greater extent among volunteers**.

- specialist skills for support roles such as HR and finance are skills gap areas for both groups⁶⁰
- as regards specific skills required to work with particular user groups the extent of skills gaps is greater among volunteers⁶¹.

In addition, there is a need to improve **key skills** such as literacy, numeracy and communication skills among many volunteers.⁶² The most significant cause for skills gaps is **lack of funding**⁶³, and connected with this, lack of time to attend or complete training, although for volunteers not being in the role long enough is also a factor⁶⁴.

In summary

- continuing the trend of recent years, **higher skills** are likely to continue to be in demand, especially since the proportion of managers and senior officials as well as that of professionals has seen a high level of sustained growth in recent years
- where no formal entry level qualifications requirements exist, it is important that candidates have good **key skills** and **employability skills**, and that there are **opportunities to gain experience** of working with the sector, for example as a volunteer
- the further integration and development of a **core set of key competencies** not only within the same occupation, but across different occupational grades and different strands of the justice sector will be required to ensure flexibility within the workforce
- as sector-specific training continues to be highly specialised, **skills associated with multi-agency working** are of great and increasing importance
- internal **skills gaps** affect the sector to a greater extent than skills shortages, which it must continue to address: among others **leadership and management skills**, especially that of change management, will continue to be in high demand as well as **customer handling skills**
- skills in **the third sector workforce** will require much greater attention in the future both as regards paid staff and volunteers, ensuring that funding is available to address skills shortages and skills gaps in a number of skills areas

⁶⁰ 10% and 17% of establishments identified skills gaps in this area, (Skills for Justice (2009) Skills in the Justice Sector: A survey of third sector employers 2009. *ibid*).

⁶¹ 15% of establishments reported this, compared with 7% in respect of paid staff, *ibid*.

⁶² 26% of establishments mentioned this as an area for skills improvement among volunteers, as compared with 14% regarding paid staff, *ibid*.

⁶³ Funding for learning and development at present is always included in only approximately a third of grants or service provision contracts with third sector organisations, and 'sometimes' in another third, *ibid*.

⁶⁴ Lack of funding was pointed out by those employers identifying skills gaps in respect of 61% of paid staff and 55% of volunteers. Not being long enough in the role was identified by 51%, *ibid*.

ranging **across the skills spectrum** from key skills to leadership and management skills, as well as specialist and specific skills.

4. Anticipating what lies ahead

4.1 Projected workforce demand

The latest Working Futures forecast covering the entire working population of the UK was produced for the period 2007-2017 by the Institute for Employment Research (IER) at the University of Warwick, and was published by the UKCES in December 2008.⁶⁵ This was at a time when the full scale of the impact of the worldwide financial crisis on the UK economy could not yet be foreseen, neither could the depth of the ensuing recession and the volume of subsequent job losses. The forecast was also drawn up before Fire and Rescue Services joined Skills for Justice's footprint. For these main reasons Skills for Justice commissioned IER to produce a set of **updated workforce projections** in January 2010⁶⁶, using the same Working Futures methodology but covering the period between 2010-2020. These projections are based on employment trends in the sector between 2000-2008 and on the latest available Cambridge Econometrics macroeconomic projections (from June/July 2009), but they also take further emerging economic trends into account.

A note on methodology: the Working Futures database is mainly based on employment figures from the Annual Business Inquiry (ABI) as it is thought to be more robust for the purpose of producing employment forecasts. The updated forecasts are therefore mainly based on this data. However, the ABI tends to underestimate the size of the justice sector workforce compared with the Labour Force Survey (LFS), and does not include self-employment information, nor any data for Northern Ireland. The structure of the workforce by SOC major groups also show a somewhat different picture based on this core data, in which the proportion of the 'associate professional and technical' major group is lower than that estimated by the LFS.⁶⁷ This means that projections based on the Working Futures database will also appear to be on the conservative side compared with the data presented in the rest of the report. However, the advantage of using Working Futures/ABI data is a robust and measured approach which, at the current time of fast-paced change, is deemed altogether sensible and useful.

The updated Working Futures forecast for Skills for Justice is based on an altogether more pessimistic economic forecast. This is justified by recent employment figures which suggest that **total UK employment has probably peaked in 2008** at around 31.5 million jobs. The forecast anticipates a decline to just under 30.5 million in 2012 before a gradual recovery begins. **2008 levels are expected to be achieved again only around 2019.** The updated forecast confirms that professional services and public administration and defence (where the great majority of Skills for Justice's footprint is) have not been immune from this impact and goes on to estimate that professional services are expected to follow a **similar path** to the general trend for all industries, but reaching

⁶⁵ Wilson, R. A. *et al* (2008) Working Futures 2007-2017.

⁶⁶ Wilson, R. (2010) Update of Working Futures for Skills for Justice, Stage 2: Employment Projections.

⁶⁷ The ABI is a survey of businesses, focusing on workplaces and numbers of jobs. The LFS is a survey of households, therefore it provides information on people in employment and their place of residency (and includes self-employment). The data from these surveys are organised into categories based on standard classification systems. One of the standard systems used is the Standard Industrial Classification (SIC), and another is the Standard Occupational Classification (SOC). However the categories in these systems do not align neatly with Skills for Justice's *strands*. For this reason some of the data in this section is reported by activity based on SIC (2003) codes 75.23 (justice and judicial activities, which include, for example, the courts, tribunals and prosecutions strands and custodial care); 75.24 (public security and law and order activities, which incorporates the policing and law enforcement strand) and 75.25 (fire service activities). These three codes cover the majority of Skills for Justice's footprint discussed in this report.

2008 levels a little sooner. The prospect in **public administration** is expected to be more directly dependent on government policy and the state of public finances - key drivers already discussed in section 2.3 of this report in more detail.⁶⁸

Some forecast key figures and trends for employment in the UK justice sector between 2010-2020 are presented in Table 4.1 and can be summarised as follows:

- the forecast for the sector suggests an **overall decrease of approximately 5.8%** in employment levels between 2010-2020. This conservative estimate projects a decrease by nearly 27,000 jobs in total across the footprint
- the level of decrease in employment is expected to differ between the three main activities within the justice sector footprint: it is forecast to be the largest in fire service activities (-9.5%), followed by public security and law and order activities (-6.5%), and the smallest in justice and judicial activities (-3.5%)
- the proportion of the total justice workforce expected to **retire or leave the sector between 2010-2020 is just under a third (30.4%)**, creating a replacement demand of approximately 141,000 workers (which, again, is likely to be a conservative estimate)
- however, the overall proportion of **job openings** will be fewer, **approximately a quarter (24.6%)** during the same period, resulting in an overall fall in employment.

Table 4.1 Employment projections for the UK Justice sector 2010-2020

Justice sector activity (by SIC code)	Employment estimates (thousands)		Trends in employment 2010-2020 (%)		
	2010	2020	Total change	Replacement demand	Job openings
75.23 Justice and judicial activities	126.87	122.46	-3.5%	31.0%	27.6%
75.24 Public security and law/order activities	285.33	267.98	-6.1%	30.2%	24.1%
75.25 Fire service activities	51.92	47.0	-9.5%	29.9%	20.4%
All activities above	464.12	437.34	-5.8%	30.4%	24.6%

Source: Update of Working Futures for Skills for Justice, Numbers and percentages have been rounded.

The proportion of **females** employed in the sector is expected to **increase** in all three main activity areas, in public security and law and order activities the most (by approximately 2.7%). The number of females in the workforce is not forecast to decrease in absolute terms either, which means that it is likely that the expected fall will be seen mostly in the employment of men.

Table 4.2 provides further details of employment changes forecast in individual UK countries.

⁶⁸ See Wilson, R. (2010), *ibid.*

Table 4.2 Employment projections for the Justice sector by UK country 2010-2020

	England			Wales			Scotland			Northern Ireland*		
	Empl. est. (thousands)		Change	Empl. est. (thousands)		Change	Empl. est. (thousands)		Change	Empl. est. (thousands)		Change
	2010	2020	%	2020	2010	%	2010	2020	%	2010	2020	%
75.23 Justice and judicial	102.90	98.82	-4.0	6.91	6.77	-2.0	14.19	14.09	-0.7	2.87	2.79	-2.8
75.24 Public security, L/O	242.76	227.26	-6.4	11.64	10.81	-7.1	26.12	25.33	-3.0	4.81	4.51	-6.3
75.25 Fire service	39.24	35.54	-9.4	2.93	2.64	-9.9	7.78	6.98	-10.3	1.96	1.82	-7.1
Total	384.90	361.62	-6.1	21.48	20.22	-5.9	48.10	46.40	-3.5	9.64	9.12	-5.4

Source: Update of Working Futures for Skills for Justice. Numbers and percentages have been rounded.

*Projections for Northern Ireland need to be treated with caution as the figures are low (and are likely to underestimate the size of the workforce).

The main trends in UK countries show that:

- a fall in justice sector employment is universally forecast in all four UK countries; and the patterns of change, notably the differing extent to which the three activity areas will be affected, are similar to the general trends across the UK justice sector
- the total **fall** in employment in the sector is projected to be **sharpest in England** at -6.1% and **smallest in Scotland** at -3.5%
- employment in the largest activity area, public security and law and order activities, is forecast to decline to the greatest extent in Wales (-7.1%).

Forecasts for some key occupations and occupational groups in the sector (for which data was available) suggest that some staff groups are more likely to be affected by the decrease of employment in the sector than others. Examples of forecasts for some key occupations can be found in Table 4.3.

- **administrative and secretarial jobs** are set to **decrease** significantly (alongside elementary occupations, not included in the table).
- **key occupations** in the sector employing large groups of the workforce are **not forecast to see a decrease**
- the number of manager-level jobs (such as senior police, prison and fire officers) is expected also to rise, alongside some professional level occupations.

Table 4.3 Employment projections for the Justice sector for some occupations 2010-2020

	Employment estimates 2010 (thousands)	Projected change by 2020 (thousands)	%
Police officers (inspectors & above)	16.4	2.2	14.0%
Senior officers (fire, amb, prison et al)*	16.5	2.3	13.9%
Probation officers	13.1	1.8	13.7%
Police officers (sergeant and below)	209.5	22.8	10.9%
Fire serv. officers (leading off. & below)	45.2	4.9	10.8%
Prison serv. officers (below princ. off.)	52.6	5.7	10.8%
Admin & secretarial occupations	96.4	-13.8	-14.3%

Source: Update of Working Futures for Skills for Justice. Numbers and percentages have been rounded.

*This occupational group includes senior ambulance officers who are not part of Skills for Justice's footprint.

To summarise, given the recent economic downturn unprecedented for decades, forecasting employment numbers for the medium term is complex and the risk of error is high. However, it is highly likely that employment in the justice sector at UK level and in individual UK countries will see a moderate decrease over the next ten years. Nevertheless, demand for staff with **higher-level skills** is expected to remain at least constant, and there will be a continued need for skills at **medium level** in key occupations where high proportions of the workforce are found.

Within the overall picture, the occupations that are likely to be more in demand and those that are less will, to a considerable extent, depend on the direction that justice policy takes over the next few years. This state of play puts increased emphasis on the importance of the scenarios set out in the next section.

4.2 Scenarios and strategies for the Justice sector for the next 5-10 years

As part of a recent study carried out by the Institute for Employment Studies for Skills for Justice⁶⁹, a small number of alternative scenarios were constructed for the Justice sector for the forthcoming 5-10 years, together with their implications for future strategies and likely skill demands.

The scenarios were built using an inductive method, based on the key drivers of change identified as part of the research process (discussed in detail in section 2.3 of the present report). This was followed by a process of testing and applying them with the active participation of sector employers and stakeholders. This resulted in a number of strategies and major skills implications *associated with* each scenario. As the scenarios took a range of material emerging from justice sector strands across the UK, as well as

⁶⁹ Institute for Employment Studies (2009) Skills Priorities and Scenarios in the Justice Sector.

UK nations, into account, they remain at a high-level with broad strategic options and skills implications.

Scenarios are not forecasts or predictions, rather, they are alternative but plausible, relevant, and challenging versions of the future, which can be used as a framework for thinking about the different ways in which the future might unfold from the present, and how it might be shaped.

In contrast with some forecasts, scenarios can more readily encompass potentially high-impact but uncertain factors. In respect of *degrees* of impact and uncertainty, a few key factors are reflected in all three scenarios below:

- Factors with **high impact, but which** affect the sector **in a highly uncertain way**, such as trends within the justice sector towards **inter-agency working** and other public management initiatives, as well as **external political change** and the future priority given to competing policy areas such as economy, employment and welfare. These are the main factors that differentiate between the scenarios.
- The **high-impact, highly predictable factor** that runs through all three scenarios is that the sector will come under **considerable financial strain** in the years following the current recession; however its magnitude is not yet certain.
- The existence of clear **links between the trends and drivers** affecting the sector is a third important cross-cutting factor which affect the drivers of change and scenarios differently. For instance, cost cutting can be a driver for inter-agency working, and for devolving responsibilities to more junior staff, who will increasingly need to work across agencies, which creates potential skills needs.

It is important to remember that none of these scenarios predict the future: the future will doubtless contain some features from all three scenarios and other influences besides which are not yet known, or have not been recognised as part of the research which lead to the scenarios. It is also worth considering that, given the devolution of justice powers to Scotland (and potentially also Northern Ireland), there is a possibility that different areas of the UK experience different scenarios, or experience common scenarios to differing extents.

Scenario 1: Joined up justice

Under the joined-up justice scenario, there is continued commitment amongst major Justice sector players to improve processes and outcomes by working across organisational and professional boundaries. Skills for Justice and local Criminal Justice Boards take a leadership role in driving this integration. In a benign political climate, Justice is mostly out of the limelight and policies are influenced by evidence and expert opinion, enhancing the role of experts and a wide range of strategic level bodies such as the National Offender Management Service and the National Policing Improvement Agency. The watchword is **effectiveness**. The slow and halting economic recovery means that budgets are tight, but limited, short term funds are available to support selected strategic priorities.

Learning and workforce development: in this scenario some individuals thrive and are able to keep up with new demands and vocationally re-engaged by the increased scope

to take a holistic approach to the members of the public they serve. Managing those who do not thrive is a key challenge.

Existing training budgets are scrutinised and reprioritised for remodelling and training parts of the workforce, with a focus on those areas where key objectives require working co-operatively across traditional boundaries. A mix of training and recruitment of higher-skilled staff is used to upskill roles where the degree of autonomy is increased. A balance of specialists and generalists is still required across the sector.

Some strategies associated with this scenario:

- **Mapping the ‘journeys’ of offenders, victims and possibly also witnesses** would serve to highlight areas where better co-ordination and co-operation is required to provide a seamless experience for service users. These ‘journey maps’ could then be related to the skills and responsibilities expected in different justice sector roles.
- **Improving knowledge management and sharing best practice** to make a joined up strategy effective in practice, which would provide better opportunities to many staff to tackle a range of entrenched societal problems more holistically.
- In order to retain political support and investment in the joined-up approach with its focus on prevention and long term outcomes, the sector will need to successfully **measure the effectiveness of the preventive function of the sector and demonstrate long term value.**
- Each organisation would be required to take on shared responsibility for **promoting cultural change and tackling ‘silo mentalities’**. This will mean, over time, integration of services and the development of new multidisciplinary roles, which could be fostered by **developing clear entry routes and opportunities for lateral career progression**⁷⁰. Ultimately, such cross-sector careers could lead to the **creation of cross-sector leaders.**

Some skills implications associated with this scenario:

- expertise in **cross-agency knowledge** and understanding, especially among generalists
- **effective communication** and collaborative working between different functions
- **process improvement skills** throughout the workforce to ensure better information flow and co-ordination between agencies
- new and better forms of **leadership** throughout the ranks, especially in parts of the sector traditionally hidebound by rules and hierarchy
- for some staff, **managing and leading other professionals** outside their own area of expertise.

⁷⁰ This is a topic already under active consideration within Skills for Justice, particularly in relation to entry routes. Among the options being developed or under consideration are: Justice apprenticeships, 14-19 diplomas, additional engagement with schools and more volunteering and secondments. See Skills for Justice (2009), *10th England Cross Sector Forum, 30 June: Macro environment drivers for the Justice sector in England: the skills implications and how to respond*

Scenario 2: Essential justice

Under the essential justice scenario, public and private frugality combine to limit the sector's strategic options. Politics is dominated by the pressing need to reduce the national debt and economic recovery is slow. In a bid to save frontline services, large swathes of the Justice sector 'superstructure', including executive agencies, are cut back in a 'bonfire of the Quangos'. The watchword is **economy**. Desirable but non-essential projects are scrapped. Essential projects are ranked and hard choices have to be made.

As regards learning and workforce development, organisations in this scenario seek to devolve some duties down to cheaper staff groups, and therefore many staff will need the ability to assume more autonomy. This will require a degree of capacity building in these staff groups, possibly some limited recruitment of graduates. Organisations will reduce support staff functions and look for ways to increase duties and caseloads for operational staff.

Training is cut sharply, and what remains is the bare minimum – in some high profile cases, less – needed for ensuring effective operational continuity.

Some strategies associated with this scenario:

- Identifying core activities and convincing decision-makers of their affordability will require a strategy of **demonstrating the business case for critical activities**.
- In order to make existing activities more affordable, there will be a drive to **devolve many managerial, decision-making and supervisory responsibilities** down to the most junior and cheapest staff categories possible.
- In order to make greater use of cheaper staff resources, there will be efforts to further **develop para-professional qualifications** with appropriate knowledge and practical skills content.
- Meanwhile senior managers will **pursue non-contentious improvements** as far as is possible (and affordable) in areas that are often out of the limelight.
- Benefits may come from **co-operating better across geographical boundaries**, especially in sharing certain specialised functions and back-office support. Mergers of neighbouring services will be considered but will only go ahead if cash-flow benefits arise very quickly.

Some skills implications associated with this scenario:

- a degree of **capacity building** in lower ranks, in particular, to have many staff with the ability to assume more **autonomy**
- **enhanced leadership skills** for **self-management** and the **management of other staff with more autonomous responsibilities**
- for more staff to develop skills in performing **risk assessments** and applying judgment to **formulate proportionate responses** at their own initiative
- greater **cost-consciousness and commercial acumen, including improved procurement and commissioning skills** for finance and operational managers

in order to get things done well but cheaply, whilst keeping the risk of adverse consequences to a minimum

- **communication skills** for justice sector leaders and spokespeople to explain to staff and the public the level of service possible, and to be able to handle the aftermath of the higher number of errors.

Scenario 3: Traditional justice

Under the traditional justice scenario, effectiveness and economy remain important but are overshadowed by a major change in public priorities. Shifting political and social trends related to real and perceived social degeneration in localities worst hit by the recession lead to mounting and eventually irresistible pressure to make the justice system more punitive. While the economy remains weak and public spending overall is reduced, spending on Justice is maintained. The justice system 'superstructure' remains in place but loses influence and assumes a more responsive role. The watchword is **toughness**. Many current activities, including cost-effective initiatives which have received positive rigorous evaluations, are dismissed for being 'too soft'.

The learning and workforce development implications of this scenario are: staffing levels are likely to be boosted and reprofiled, with a focus on the most visible categories that have public resonance such as police officers and forensic investigators. Other staff groups such as special constables and retained duty firefighters could potentially increase in number.

Training budgets remain stable but are refocussed on new priorities. Media training will be much in demand from senior managers.

Some strategies associated with this scenario:

- **Transferring effort and resources to frontline operations** and finding ways to **build operational capacity**. This will include developing existing staff as well as **reorienting HR** for a greater focus on selection of recruits according to core operational criteria.
- Upgrading **HR and management monitoring systems** to keep a closer eye on operational effectiveness and to mitigate any trends towards unprofessional conduct that could be exacerbated by the 'get tough' political rhetoric of crime fighting.

Some skills implications associated with this scenario:

- **reduced demand for 'soft' skills** such as communication, engagement etc., and **less skills development around human rights, equality, and diversity**, although to some extent this could be compensated by an increased need for these skills in the third sector
- greater focus on **operational and technical skills** (such as driving, lethal and non-lethal weaponry, use of firefighting equipment etc.).
- re-equipping parts of the sector will require skills in **procurement and commissioning**

- **similar** skills needs among **specific staff groups** such as special constables and retained duty firefighters
- **greater political awareness and public-facing presentational skills** for sector leaders (selling success, explaining setbacks, heading off impracticable or undesirable proposals).

In summary

Given the anticipated squeeze on employers' budgets, the projected modest fall in total employment in the sector over the next 5-10 years, as well as the healthy supply of new applicants and comparatively low labour turnover rate in most parts of the sector, **skills supply is likely to meet the demand for skills in the medium term**. Despite this, skills gaps and occasional skills shortages are likely to occur, which, considering the expected increase in demand for services, will be more important than ever to respond to through joint action by the sector, Government and the skills system.

The three alternative scenarios for the justice sector discussed in this section paint three distinct potential paths for the future, which will require the sector to consider adopting alternative strategies and concentrate on particular skill sets accordingly. However, it seems that there is a common core of strategies and skills implications that run through all three, but with a different emphasis and priority depending on the particular scenario. Section 5 of the present report will review these strategic actions and their skills implications, together with recent progress made by Skills for Justice in these areas and further action required.

5. Geographies

One of the determinant characteristics of employment in the justice sector is that the majority of the workforce is employed by large organisations, and skills developments as well as drivers for change tend to be affected predominantly by the domestic policy agenda and internal trends within the UK public sector. The combined effect of these factors is a relatively low level of geographical variation within the sector. The emerging high level research findings support the view that the main workforce and skills issues, priorities and challenges are similar between different geographical areas of the UK. However, more fine-grained differences between UK countries and English regions (as well as justice sector strands) do exist, both in terms of the characteristics of the workforce and major drivers of change. A few of these differences are highlighted below:

As regards workforce characteristics, one obvious feature is that England employs the great majority of the workforce, but it also employs a higher proportion of minority ethnic and female staff than other UK countries. Some notable differences also exist between English regions. Compared with the distribution of the general workforce across English regions, London has a higher than average proportion of justice sector workers than other regions, and a much higher than average proportion of minority ethnic staff. The concentration of minority ethnic workers in the sector is unusually high in the London region, over 60%. There are also more females, and a somewhat higher proportion of young people working in the sector in London than in other regions. The proportion of managers, senior officials and professionals is also greater here, and so is the proportion of those with the highest level of qualification among the regions.

The main drivers of change impacting on future skills demand are common across the UK. The justice sector in the UK nations, however, is also affected by a small number of specific drivers, such as the pending devolution of policing and justice functions to the Northern Ireland Assembly, the implementation of the Welsh Language Act, complexities due to the rurality of Wales, and the volume of recent and imminent changes to legislation which impacts heavily on the work of the justice sector in Scotland. In England one of the specific drivers is recent organisational change and large-scale efficiency programmes in the sector. Meanwhile, the justice sector will also need to prepare for the 2012 London Olympics, which will require substantial resources, most notably in policing.

Similar to the overall UK justice sector employment forecast for the next 10 years, a moderate degree of fall in employment can be expected in the sector, but among individual UK countries the fall is projected to be sharpest in England, and smallest in Scotland. The decrease is expected to be steeper in some of the English regions such as Yorkshire and the Humber and the East of England, whilst London and the North West are likely to see fewer job losses.

6. Key skills priorities in need of action

The drivers of change, workforce projections and scenarios presented in this report are based on brand new research. Skills for Justice is therefore still in the process of fully considering the implications of these in terms of strategies, associated skills needs, and further actions required (and of whom), which will be incorporated in its forthcoming business plans. However, the following section outlines some areas where the research findings indicate that likely skills action will be required, and enlists examples of recent progress already accomplished in these areas by Skills for Justice and other parties. The account of recent progress to a large extent reflects the action plans drawn up as a result of the Sector Skills Agreements in 2007/08, which confirms that some of the skills needs in the sector are on-going and responding to them requires sustained joint effort over a long period.

The areas of strategic action flowing from the scenarios described in section 4.2 form the backbone of the list of strategic actions in the table below. It is clear that the actions suit the different scenarios to differing degrees. The actions require a continuous assessment, and depending on current circumstances and likely future developments, they may need to be adapted or reprioritised. It is still true, however, that with appropriate revisions, most strategic areas of action would contribute to workforce development and skills within the sector.

Some of the strategic actions emerging from the research (listed at the end) are less likely to be taken. These are primarily for sector employers across the UK to monitor and initially consider if necessary, whereas Skills for Justice will provide support with devising further action and skills implications jointly with employers and Government, as appropriate.

Strategic action	Sector skills needs	Recent progress (SfJ)	Further action required
<p>Mapping the ‘journeys’ of offenders, victims and possibly also witnesses</p> <ul style="list-style-type: none"> to highlight areas for better co-ordination and co-operation to provide a seamless experience for service users. to map these across to the roles and skills requirements in different Justice sector roles 	<ul style="list-style-type: none"> Expertise in working with specific categories of people who may present specific challenges or require specialist knowledge (at specialist and generalist levels) Positive action measures could lead to specific schemes to invest in the recruitment and development of staff (involving a whole 	<ul style="list-style-type: none"> Development of strategic partnership with key bodies re. Mental Health in Justice Developing influence on policy in respect of planning for solutions in Mental Health skills development across Justice Support secured for use of Action Learning sets and facilitator training through the Joining up Justice programme and Women and Work 	<ul style="list-style-type: none"> Continue support for Women and Work agenda (Government and employers) Ensure fair access to, and support for, funding in Apprenticeships across all age groups (Government) Secure funding for targeted support to address diversity through use of Apprenticeships (SfJ and Government)

Strategic action	Sector skills needs	Recent progress (SfJ)	Further action required
<ul style="list-style-type: none"> In Northern Ireland there is a need to improve skills and performance in relation to victims, survivors and witnesses of crime. 	<p>range of skills) from groups under-represented across the sector and at senior and management grades</p> <ul style="list-style-type: none"> Process improvement skills Specifically for Northern Ireland: Sharing examples of good practice with cross-agency and cross-sector training and development, and considering where benefit may be gained by co-ordinating training across the agencies Formalised training for staff working in the VSW field in Northern Ireland. A small cohort of staff specific to the field of VSW could build on existing skills and achieve recognition for their specialist competencies in a new work setting. 	<p>programme (with employers and Government)</p> <ul style="list-style-type: none"> Development of an Occupational Map based on the 'journey mapping' approach Collaborative Leadership Programme (case study of a young offender and his path through the system at the core of the programme) In progress: based on research with employers, development of a range of products and services to help employers increase workforce diversity, e.g. support for employers with pre-entry programmes for under-represented groups; bid for funding to increase diversity through Apprenticeships; ESF bid in Wales to develop underrepresented employee groups; bid to develop Women and Work 'sister' project in NI Development of a NOS-based equality and diversity training programme (values, behaviours, benefits of a diverse workforce), designed to be delivered in-house or jointly by organisations across the sector in Scotland (SfJ with employers) In development: e-learning materials to support the cross- 	<ul style="list-style-type: none"> Use IAG effectively to attract more young people to the sector (SfJ and employers) Simplify the support mechanisms that help SSCs and employers address associated issues such as diversity and accredited entry routes e.g. Apprenticeships (Government) Support for innovative pre entry and CPD schemes that enable equality of opportunity in entry and advancement for those from under-represented groups (employers and Government) Identification of an Equality Impact Assessment tool enabling to assess the impact of E&D on all products and services (SfJ) Ensure that third sector organisations have access to sufficient funding in order to provide the necessary skills to staff and volunteers (SfJ, employers, Government) Secure mandate and support for role in driving research, development and implementation of solutions as part of a common approach to Mental Health across sector workforce skills

Strategic action	Sector skills needs	Recent progress (SfJ)	Further action required
		<p>sector equality and diversity training programme developed by SfJ in Scotland</p> <ul style="list-style-type: none"> • A three year project, supported by the NIO and CJINI, to develop a Collaborative Learning and Development Programme for staff and volunteers working with Victims and Witnesses in Northern Ireland • Work on the Development Award – VSW in Northern Ireland consulted on in 2008-9 	<p>development (SfJ, employers, Government)</p> <ul style="list-style-type: none"> • Research and development of common approach to addressing needs of those with mental health/learning disability issues either in or at risk of entering the criminal justice system (SfJ with employers)
<p>Improve knowledge management and share best practice to ensure that ‘joined up’ also means effective</p>	<ul style="list-style-type: none"> • Good all round communications skills • Knowledge and appreciation of the work of colleagues in the wider justice sector and beyond • Research skills to know where to find relevant information • Resourcefulness and an ability to act on own initiative • Proficiency in the IT systems used across agencies 	<ul style="list-style-type: none"> • The Northern Ireland Devolution of Justice Skills Symposium is a unique event bringing together local politicians, advisors, Justice organisations and staff. The aim of the event is to put the spotlight on skills, particularly those required for devolved government and the Justice sector to work together effectively • Collaborative leadership programme in Northern Ireland • LMI Project in Northern Ireland funded by DEL and completed in 2007-08 • Accredited ICT awards being offered and committed to by employers via TtG Joint 	<ul style="list-style-type: none"> • Secure mandate and support for strategic programme of work that enables effective collaborative leadership and delivery in key multi agency functions e.g. management of prolific offenders (SfJ with employers and Government) • Ensure that funding remains available to meet employer demand through Train to Gain (Government) • Subject to availability of funding, ICT skills development in Northern Ireland

Strategic action	Sector skills needs	Recent progress (SfJ)	Further action required
<p>Promote cultural change and tackle ‘silo mentalities’ across organisations at all levels</p>	<ul style="list-style-type: none"> • expertise in cross-agency knowledge and understanding, especially among generalists • effective communication and collaborative working between different functions • Management and leadership skills, particularly for managing professionals outside area of own expertise 	<p>Investment Frameworks (employers)</p> <ul style="list-style-type: none"> • Collaborative leadership programme in Northern Ireland • Inter-agency information sharing training course developed and piloted in Scotland (SfJ with employers) • Management and Leadership Action Learning Set programme delivered 	<ul style="list-style-type: none"> • Continue to build on and develop programmes already underway. • Disseminate research and devise further action (SfJ with employers and Government)
<p>Develop clear entry routes and opportunities to increase lateral career progression across the sector</p>	<ul style="list-style-type: none"> • expertise in cross-agency knowledge and understanding, especially among generalists • effective communication and collaborative working between different functions • Management and leadership skills, particularly for managing professionals outside area of own expertise 	<ul style="list-style-type: none"> • Northern Ireland Justice sector Careers Information, Advice and Guidance available on website from March 2010 eg job profiles, video case studies and example career pathways for roles in the sector. • Development of IAG strategy and on-going development of career pathways and LMI • Increased use of recognised qualifications through Train to Gain Compact and Joint Investment Frameworks (with employers and Government) • Bite-size qualifications to enable flexible accredited career development (e.g. Development Awards have 	<ul style="list-style-type: none"> • Employers willing to share their experiences of using Apprenticeships (employers) • Further work to integrate new Diplomas and IAG offer with employer entry routes and workforce requirements. (SfJ with employers and Government) • Ensure that funding remains available to meet employer demand through Train to Gain (Government) • Work with employers and careers services to promote sector as employer of choice to all parts of the community (SfJ)

Strategic action	Sector skills needs	Recent progress (SfJ)	Further action required
		<p>been scoped and created for a number of identified skills sets across the sector (SfJ with employers); Unit translation, credit and levelling work for QCF recognition of smaller awards ongoing. (SfJ); SQS refresh programme picking up adoption of smaller awards across the sector (SfJ and employers)</p> <ul style="list-style-type: none"> • Development of Management and leadership programmes (details below) 	<ul style="list-style-type: none"> • Recognition of the value of Diplomas for entry to further and higher education (Government, FE, HE)
<p>Promote better leadership and the creation of cross-sector leaders who could challenge entrenched strand-focused perspectives</p>	<ul style="list-style-type: none"> • expertise in cross-agency knowledge and understanding, especially among generalists • greater cost-consciousness and commercial acumen • improved procurement and commissioning skills across the sector (and an understanding of developmental commissioning) at national and local level to maintain standards and secure effective and sustainable delivery • process improvement skills throughout the workforce to ensure better information flow and co- 	<p>Developed skills and capacity in Management and Leadership (M&L)</p> <ul style="list-style-type: none"> • L2 and L3 M&L awards are being taken up across the sector via Train to Gain Compact (employers) • M&L Action Learning Set programme delivered (for example via Women and Work) (SfJ with employers) • Collaborative Leadership programme in Northern Ireland • Executive Action Learning Set: Northern Ireland. The aim of the action learning initiative is to increase management and leadership capability by addressing specific strategic issues that leaders face, and enabling them to implement a 	<ul style="list-style-type: none"> • Research and strategy development re M&L to determine a coherent offer for the sector in response to employer needs (SfJ with employers) • develop commissioning skills across the sector (SfJ with employers and Government) • Continue support for Women and Work agenda (Government and employers)

Strategic action	Sector skills needs	Recent progress (SfJ)	Further action required
	<p>ordination between agencies</p> <ul style="list-style-type: none"> • new and better forms of leadership at all levels, especially in parts of the sector traditionally hidebound by rules and hierarchy • for some staff, managing and leading other professionals outside their own area of expertise • Public relations skills 	<p>programme of change to resolve those issues.</p>	
<p>Further develop para-professional qualifications with appropriate knowledge and practical skills content to enhance use of cheaper staffing resources</p>	<p>Appropriate para-professional qualifications</p>	<p>Assessment verification: A1 and V1 capacity building opportunities available via specific Compact flexibility (SfJ and Government)</p> <p>A few examples of recent qualifications developed by SfJ:</p> <ul style="list-style-type: none"> • Integrated qualifications framework for probation services in England and Wales (including the Probation Service Officer grade) • Police Community Support Officers 	<p>Secure mandate to develop further qualifications in areas required by the sector (SfJ with employers and Government)</p>
<p>Devolve many managerial, decision-making and supervisory responsibilities as part of the drive for affordability</p>	<ul style="list-style-type: none"> • Self-management, management and leadership as well as decision-making skills further down the ranks • Resourcefulness and an ability to act on own 		<p>Monitor future trends, and if this course of action is taken by sector employers, Skills for Justice to extend its existing management and leadership programmes and devise further appropriate ones for the staff groups involved (SfJ)</p>

Strategic action	Sector skills needs	Recent progress (SfJ)	Further action required
	<p>initiative</p> <ul style="list-style-type: none"> The ability to carry out risk assessments and to develop proportionate plans where risks are identified 		and employers).
<p>Improve HR and management monitoring systems for monitoring operational effectiveness and professional standards</p>	<p>Ongoing need for performance management skills to deal with performance targets/indicators/accountability, which may also need to be refreshed/adapted to changing accountability structures (e.g. reporting to lay people as well as professionals).</p>		<p>Should this course of action be taken by employers, Skills for Justice will provide support with skills implications as required.</p>
<p>Measure/quantify the impact of prevention activities to demonstrate long term value</p>			<p>Disseminate research (SfJ) and devise further action if required (SfJ with employers and possibly Government)</p>
<p>Demonstrate the business case for critical activities in order to preserve funding for critically important functions/areas</p>			<p>Disseminate research (SfJ) and devise further action if required (SfJ with employers and possibly Government)</p>
<p>Promote better co-operation across geographical boundaries especially as regards sharing certain specialised functions and back-office support</p>			<p>Disseminate research (SfJ) and devise further action if required (SfJ with employers and possibly Government)</p>
<p>Continue to pursue ('non-contentious') service improvements as far as possible and affordable</p>			<p>Disseminate research (SfJ) and devise further action if required (SfJ with employers and possibly Government)</p>

Strategic action	Sector skills needs	Recent progress (SfJ)	Further action required
Shifting effort and resource to operations in order to build capacity			Should this course of action be taken by employers, Skills for Justice will provide support with skills implications as required.

Sources

Annual Business Inquiry 2007, Office for National Statistics.

Audit Commission, Care Quality Commission, HM Inspectorate of Constabulary, HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted (2009) Comprehensive Area Assessment: A guide to the new framework. <http://www.audit-commission.gov.uk/SiteCollectionDocuments/MethodologyAndTools/Guidance/caaframeworksummary10feb09.pdf> [Accessed 25 November 2009].

Bradley Rt Hon (2009), The Bradley Report: Lord Bradley's review of people with mental health problems or learning disabilities in the criminal justice system. http://www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/documents/digitalasset/dh_098698.pdf [Accessed 25 November 2009].

Chartered Institute of Personnel and Development (2009) Recruitment, Retention and Turnover: Annual survey report 2009. http://cipd.co.uk/subjects/recruitment/general_recruitment_summary.htm [Accessed 15 September 2009].

Clark, J. (2007) Voluntary Sector Skills Survey 2007 England. NCVO. <http://www.skills-thirdsector.org.uk/documents/complete-skills-survey.pdf> [Accessed 30 November 2009].

Cockroft T. and Beattie I. (2009), 'Shifting cultures: managerialism and the rise of "performance"'. *Policing: An International Journal of Police Strategies & Management*, Volume: 32 Issue: 3.

Communities and Local Government (2009) Fire and Rescue Service Operational Statistics Bulletin for England 2008/09. <http://www.communities.gov.uk/documents/statistics/pdf/1386547.pdf> p. 11 [Accessed 19 November 2009].

Crawford, A. (2007) *Crime prevention and community safety*. In: Maguire, M., Morgan, R. and Reiner, R. (eds) *The Oxford Handbook of Criminology*, Fourth Edition. Oxford: Oxford University Press. p. 866-909.

Criminal Justice and Immigration Act 2008.

Department for Business, Innovation and Skills (2009) Skills for Growth: The national skills strategy. <http://www.bis.gov.uk/wp-content/uploads/publications/Skills-Strategy.pdf> [Accessed 25 November 2009].

Defra: Sustainable operations on the Government estate, www.defra.gov.uk/sustainable/government/gov/estates/ [Accessed 30 November 2009]

Equality Bill 2009. http://www.publications.parliament.uk/pa/cm200809/cmbills/085/09085_iw/09085_iw_en_1.htm [Accessed 25 November 2009].

Equality Commission for Northern Ireland website, <http://www.equalityni.org/sections/default.asp?secid=0> [Accessed January 2010]

Garside, R. and Groombridge, N. (2008) Criminal justice resources staffing and workloads: An initial assessment. Centre for Crime and Justice Studies, King's College London. http://www.crimeandjustice.org.uk/opus978/Criminal_justice_resources_staffing_and_workloads.pdf. [Accessed 11 December 2009].

HM Treasury: Latest Public Finances Databank 21 October 2009, Chart B4, http://www.hm-treasury.gov.uk/d/public_finances_databank.xls [Accessed 16 November 2009]

HM Treasury: Public Expenditure Statistical Analyses 2009 (June 2009), Cm 7630. http://www.hm-treasury.gov.uk/d/pesa_180609.pdf p 73-74. [Accessed 16 November 2009].

Home Office (2009) Crime in England and Wales 2008/09, Home Office Statistical Bulletin 11/09. <http://www.homeoffice.gov.uk/rds/pdfs09/hosb1109vol1.pdf>. [Accessed 17 November 2009].

Institute for Employment Studies (2009) Skills Priorities and Scenarios in the Justice Sector. Unpublished report, prepared for Skills for Justice.

Labour Force Survey, Office for National Statistics. <http://www.statistics.gov.uk>.

Larkin K. (2009), Public sector cities: trouble ahead. London: Centre for Cities. <http://www.centreforcities.org/assets/files/09-07-16%20Public%20sector%20cities.pdf> [Accessed 25 November 2009].

Leader of the House of Commons: Government Draft Bills: Communications Data Bill 2009. <http://www.commonleader.gov.uk/output/page2667.asp> [Accessed 25 November 2009].

Levi, M., Burrows, J. Fleming, M. H. and Hopkins, M. (2007) The Nature, Extent and Economic Impact of Fraud in the UK: Report for the Association of Chief Police Officers' Economic Crime Portfolio. http://www.easternfraudforum.co.uk/extras/acpo_final_fraud.pdf [Accessed 19 December 2009].

Ministry of Justice (2009) Ministry of Justice Statistics Bulletin: Reoffending of adults: Results from the 2007 cohort England and Wales. <http://www.justice.gov.uk/publications/docs/reoffending-adults-2007.pdf> [Accessed 17 November 2009.]

Ministry of Justice National Offender Management Service (2009) Annual Report and Accounts 2008/09. <http://www.justice.gov.uk/publications/docs/noms-annual-report-accounts-08-09-ii.pdf> [Accessed 30 November 2009].

Ministry of Justice National Offender Management Service (2009): The National Offender Management Service Drugs Strategy 2008-2011 <http://www.justice.gov.uk/publications/docs/noms-drug-strategy-2008-11.pdf> [Accessed 30 November 2009].

Ministry of Justice National Offender Management Service (2009): Probation Qualifications Framework Review <http://www.justice.gov.uk/consultations/docs/probation-qualification-consultation.pdf> [Accessed 18 January 2010].

National Employer Skills Survey 2007: Main Report, Learning and Skills Council. <http://readingroom.lsc.gov.uk/lsc/National/nat-nessurvey2007mainreport-may08.pdf> [Accessed 20 November 2009].

National Policing Improvement Agency (2009) *Guidance on multi-agency interoperability*. www.npia.police.uk/en/docs/Multi-agency_Interoperability_Secure_130609.pdf [Accessed 19 January 2010].

National Policing Improvement Agency (2009) Police Support Volunteer Business Plan for England and Wales 2009-2013. http://www.npia.police.uk/en/docs/police_support_volunteer_business_plan.pdf p. 8 [Accessed November 2009].

National Policing Improvement Agency (2009) Examinations and Assessment, Police SEARCH Recruit Assessment Centre, Annual Results Report 2007/08. NPIA 2009. Hardcopy only.

Neuberger, Baroness (2009) Volunteering across the criminal justice system. <http://www.cabinetoffice.gov.uk/media/124076/volunteers%20in%20cjs.pdf> [Accessed 16 November 2009].

Northern Ireland Council for Voluntary Action (2008) Northern Ireland Voluntary and Community Sector Skills Survey 2008. http://www.nicva.org/sites/default/files/Research_Sector_Skills_Survey2008.pdf [Accessed January 2010].

Northern Ireland Fire and Rescue statistics. <http://www.nifrs.org/statistics.php> [Accessed January 2010]

Northern Ireland Policing Board (2008) Public Perceptions of the Police, DPPs and the Northern Ireland Policing Board. Report based on the Northern Ireland Policing Board module of the September 2008 Omnibus survey. NIPB 2008. http://www.psni.police.uk/policing_plan_briefing_26_06_09_pages_1-4_nipb_update.pdf [Accessed January 2010]

Northern Ireland Policing Board and the Police Service of Northern Ireland, Policing Plan 2008-11. NIPB. http://www.psni.police.uk/policing_plan_2008.pdf [Accessed January 2010]

The Northern Ireland Skills Monitoring Survey 2008 Sector Skills Councils (SSC) Report, http://www.delni.gov.uk/nisms_2008_-_final_ssc_report.pdf.pdf [Accessed January 2010]

Police Service Northern Ireland Annual Statistical Report, Report No 1, Recorded crime and clearances 1 April 2008 – 31 March 2009. http://www.psnipolice.uk/psni_08_09_stats_press_release.pdf [Accessed January 2010]

Police Service Northern Ireland & Northern Ireland Policing Board (2008), Gender Action Plan 2008, http://www.psnipolice.uk/final_gender_action_plan.pdf [Accessed January 2010]

Police Service Northern Ireland (2008), Disability Action Plan 2007-2010. http://www.psnipolice.uk/disability_action_plan_2007-2010.pdf [Accessed January 2010]

Reiner, R (2007) *Political economy, crime and criminal justice*. In: Maguire, M., Morgan, R. and Reiner, R. (eds) *The Oxford Handbook of Criminology*, Fourth Edition. Oxford: Oxford University Press. p. 341-380.

Roman, J. and Farrell, G. (2002) Cost-Benefit Analysis for Crime Prevention: Opportunity Costs, Routine Savings and Crime Externalities. *Evaluation for Crime Prevention. Crime Prevention Studies* vol. 14 pp. 53-92.

Skills for Justice (2005), Skills Foresight report: skills needs in England and Wales. Unpublished report.

Skills for Justice (2008) A Sector Skills Agreement for the Justice sector, England, Skills for Justice. <http://www.skillsforjustice.com/websitefiles/4809%20SSA%20English%20Final%20Report%20AW%20v9.pdf> [Accessed November 2009].

Skills for Justice (2008) A Sector Skills Agreement for the Justice sector, Northern Ireland, Skills for Justice. [Accessed January 2010].

Skills for Justice (2008) Sector Skills Agreement: Skill Needs Assessment Northern Ireland [Accessed January 2010]

Skills for Justice (2008) A Sector Skills Agreement for the Justice sector, Wales, Skills for Justice. <http://www.skillsforjustice.com/websitefiles/4809%20SSA%20Welsh%20Final%20Report%20v8.pdf> [Accessed 25 November 2009].

Skills for Justice (2009), 10th England Cross Sector Forum, 30 June (unpublished).

Skills for Justice Labour Market Information Matrix <http://www.skillsforjustice-lmimatrix.com> .

Skills for Justice Occupational Map, November 2008. <http://skillsforjustice.com/template01.asp?pageid=75> [Accessed 25 November 2009].

Skills for Justice (2009) Skills in the Justice Sector: A survey of third sector employers 2009. <http://www.skillsforjustice.com/websitefiles/Third%20Sector%20Skills%20Survey%20-%20full%20report%20-%20October%2009.pdf> [Accessed 30 November 2009].

Skills for Justice: Submission to the Migration Advisory Committee second partial review of the government-approved shortage occupations list, July 2009.

United Kingdom Centre for the Measurement of Government Activity (UKCeMGA) (2009) Public Service Output, Input and Productivity: Measuring Police Input. <http://www.statistics.gov.uk/articles/nojournal/FinalPoliceInputs1.pdf> [Accessed 21 January 2010].

UK Commission for Employment and Skills (2008) Working Futures 2007-2017, <http://www.ukces.org.uk/upload/pdf/Working%20Futures%203%20FINAL%20090220.pdf> [accessed 23 November 2009].

UK Commission for Employment and Skills (2009) Information to intelligence: A common LMI framework for sector skills councils.

<http://www.ukces.org.uk/upload/pdf/LMI%20Report%20A5%20v3%20D%20110309.pdf>

Van der Heijden, K. (1996), *Scenarios: The Art of Strategic Conversation*, Wiley & Sons.

Victim Support England and Wales Annual Report & Accounts 2008, http://www.skillsforjustice-lmimatrix.com/pdf/Employment%20estimates_VW.pdf.

Wales Council for Voluntary Action (2009) Third sector skills shortages and gaps in Wales. http://www.wcva.org.uk/all/dsp_Pub_list.cfm?Publicationid=430&catid=17 [Accessed 14 January 2010].

Glossary of Abbreviations

ABI	Annual Business Inquiry
ASHE	Annual Survey of Hours and Earnings
CJINI	Criminal Justice Inspection Northern Ireland
CPD	Continuing Professional Development
CYP	Children and Young People
DEL Northern Ireland	Department for Employment and Learning
E&D	Equality and Diversity
ESF	European Social Fund
FE	Further Education
HE	Higher Education
IAG	Information, Advice and Guidance
ICF	Integrated Competency Framework
IES	Institute for Employment Studies
IPDS	Integrated Personal Development System
LFS	Labour Force Survey
LMI	Labour Market Intelligence/Information
MLAs	Members of the Legislative Assembly (NI)
M&L	Management and Leadership
NESS	National Employer Skills Survey
NIO	Northern Ireland Office
NOMS	National Offender Management Service
NOS	National Occupational Standards
NPIA	National Policing Improvement Agency
NQF	National Qualifications Framework
ONS	Office for National Statistics
PESTEL	Political, Economic, Social, Technical, Environmental and Legislative (analytical framework)
QCF	Qualifications and Credit Framework
RDA	Regional Development Agency
SfJ	Skills for Justice
SIC	Standard Industrial Classification
SOC	Standard Occupational Classification
SQS	Sector Qualification Strategy
SSA	Sector Skills Agreement
SSCs	Sector Skills Councils
TtG	Train to Gain
VSW	Victim, Survivors and Witnesses
WAG	Welsh Assembly Government
UKCeMGA	UK Centre for the Measurement of Government Activity
UKCES	UK Commission for Employment and Skills



© 2010 Skills for Justice Ltd. All rights reserved

No part of this publication may be reprinted or reproduced in any form without the express permission of Skills for Justice Ltd. Permission is usually only given for extracts to be used for research, education, training or other non-commercial purposes with appropriate acknowledgement given to Skills for Justice Ltd.

The material should be acknowledged as © 2010 Skills for Justice Ltd and the title of the document specified.

Applications for reproduction should be made in writing to:

Chief Executive, Skills for Justice, Centre Court, Atlas Way, Sheffield, S4 7QQ

www.skillsforjustice.com