

Contextualising the revised teaching qualifications to meet the needs of staff working with offender assessment, learning and training

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Executive summary

Overview

The Quality Improvement Agency (QIA) commissioned Real Educational Research to research the workforce development needs of staff working with offender assessment, learning and training and the potential of the revised teaching qualifications to meet those workforce development needs.

The research examined:

- what good practice in offender assessment, learning and training consists of
- good practice and issues in workforce development for staff working with offender assessment, learning and training
- other workforce development for staff working outside offender assessment, learning and training, which is relevant to offender staff
- the potential of the revised teaching qualifications to meet the workforce development needs of staff working with offender learning and skills.

Background: policy reforms to teaching qualifications

Following findings and recommendations about improvements to teacher training (Ofsted, 2003), there has been a range of reforms to teaching qualifications in the further education (FE) sector.

New professional standards for teachers ('teachers' refers to teachers, tutors and trainers) in the FE sector have been finalised. LLUK is developing a revised suite of qualifications, which is unit and credit based and fits within the emerging Qualifications and Credit Framework (QCF). The new teaching qualifications framework consists of:

- Level 3 Award in Preparing to Teach in the Lifelong Learning Sector (one mandatory unit)
- Level 4 Award in Preparing to Teach in the Lifelong Learning Sector (one mandatory unit)
- Level 3 Certificate in Teaching in the Lifelong Learning Sector (three mandatory units worth 18 credits and optional units worth at least six credits)
- Level 4 Certificate in Teaching in the Lifelong Learning Sector (three mandatory units worth 18 credits and optional units at least to the value of six credits)
- Level 5 Diploma in Teaching in the Lifelong Learning Sector (120 credits, including optional units worth 15 credits per year, in years one

and two of a part-time programme). This can also be offered above Level 5.

LLUK distinguishes between two teacher roles: the full teacher role, performed by those who are expected to gain Qualified Teacher Learning and Skills (QTLS) status, and the associate teacher role, which carries fewer teaching responsibilities. The Certificate is for those in an associate role and the Diploma for those in a full teaching role.

There will be requirements, both for initial teacher training (ITT) and continuing professional development (CPD), for teachers in the FE sector. From September 2007 all new entrants must register with the Institute for Learning (IfL), the professional body for practitioners in the FE sector, and must complete PTLLS. The IfL intends to introduce a regulatory CPD framework, from September 2007. This is likely to stipulate that all full-time practitioners must complete a minimum of 30 hours of CPD a year and that part-time practitioners must complete a pro-rata amount of CPD. The IfL will maintain records of those who complete appropriate CPD.

LLUK underlines that the new teaching qualifications framework will provide opportunities for credit accumulation and transfer (CAT) and should improve opportunities for career progression.

LLUK is one of six partners involved in developing the workforce to deliver the 14-19 diplomas.

Methodology

The research methodology consisted of a literature review of research, policy and practice documentation and interviews and focus groups with a range of practice, policy and research stakeholders. The scope of the research included:

- adult custodial establishments of different categories
- young offender institutions
- prisons with a remand population
- local prisons
- training prisons
- male and female prisons
- prisons containing offenders on life sentences
- prisons with a significant minority ethnic population.
- community provision for offenders aged 14-17 supervised by Youth Offending Teams
- offenders (aged 18 and above) on community supervision by the National Probation Service.

One to one interviews were conducted with 53 research, policy and practice stakeholders. Five focus groups were conducted with 27 practitioners. 15 prisoners took part in focus groups and, in one case, a one to one interview. QIA held an expert seminar in March 2007 to which research, policy and practice stakeholders who had participated in fieldwork were invited. The seminar provided an opportunity for respondent validation of the draft research findings and recommendations.

Findings

Roles working with offender assessment, learning and training

A very wide range of staff works with offender assessment, learning and training. Roles span, for example, staff whose responsibilities centre on learning and skills, such as teachers; staff whose strategic responsibilities include but do not centre on assessment, learning and training, such as prison governors; and unpaid, part-time staff such as volunteers working to improve offenders' reading skills. Roles vary across custodial establishments, across the community, and between custody and the community.

Good practice in offender assessment, learning and training

What good practice in assessment, learning and training means is neither straightforward nor uncontested. This research argues that good practice in assessment, learning and training, across the FE sector, includes understanding and integrating into practice, appropriate to context and role:

- policy developments in assessment, learning and training (for example, the increased focus on skills for employment; 14-19; assessment for learning; and functional skills)
- policy developments in mechanisms for quality improvement (for example, the increased focus on self-improvement and self-regulation)
- a range of national standards (for example, the new professional standards for teachers in the FE sector and the criteria for the five questions of the Common Inspection Framework)
- research findings (for example, the National Research and Development Centre's findings on effective practice)
- findings and resources from developmental activity (for example, Maths4Life materials on active approaches to mathematics).

In addition to the factors contributing to good practice in learning and skills across the FE sector, staff working with offender assessment, learning and training need to understand and integrate into practice the implications of three main sets of factors specific to offender settings, as appropriate to their role and particular context within criminal justice:

- policy on learning and skills and criminal justice, and on criminal justice
- the criminal justice environment
- offenders' profiles, attitudes and behaviours.

Policy on learning and skills and criminal justice, and on criminal justice includes:

- the Offender Learning and Skills Service
- a focus on employability and employment
- the National Offender Management Service
- a focus on diversity.

Aspects of the criminal justice environment include:

- overcrowding in prisons
- differences between the language, priorities and practices of learning and skills and of criminal justice
- the movement of prisoners across custodial institutions and between custody and the community
- the impact of a wide range of issues related to security upon offender assessment, learning and training (for example, the psychological and physical implications, for staff and learners, of being in a locked environment; and restricted access to equipment)
- other interventions of the criminal justice system, such as offending behaviour programmes (cognitive skills interventions designed to reduce re-offending) which can provide a context for embedded learning
- multiple contexts within criminal justice, which can carry different implications for offender assessment, learning and training. For example, maximising attendance at learning and skills is, overall, more problematic in community than in custodial contexts. It is compulsory for offenders aged 15-17 in custody to attend learning and skills; they are therefore likely to be less motivated to improve their skills than adult prisoners, for whom attendance is voluntary
- an increasing number of foreign nationals with ESOL (English for Speakers of Other Languages) needs.

Aspects of offenders' potential profiles which learning and skills practitioners can find challenging to manage include:

- low educational attainment
- poor written and oral communication skills
- poor cognitive skills
- a history of truancy and/or school exclusion
- low motivation to improve their learning and skills
- issues with concentration, including Attention Deficit Hyperactivity Disorder
- learning difficulties and disabilities including dyslexia
- ESOL needs
- mental health problems, including self-harm and suicidal tendencies
- drug, substance and alcohol misuse
- low self-esteem
- accommodation issues
- a history of unemployment or temporary employment
- disrupted personal relationships
- problems with anger management
- chaotic life styles
- adolescence (for young offenders under 18 and young adult offenders aged 18-20)
- offending behaviour.

Aspects of offenders' profiles can be reflected in their attitudes and behaviours. Interviewees highlighted that the following attitudes and behaviours can be challenging to manage, within offender assessment, learning and training:

- physical aggression
- verbal aggression
- inappropriate oral communication
- volatility
- impulsiveness
- disruptiveness
- manipulative behaviours
- controlling behaviours
- an inclination to theft
- a short attention span
- attention seeking behaviours
- barriers about learning and skills
- not having learning and skills as a priority
- low self-esteem
- emotional dependence
- suspicion of authority
- learned helplessness

- vulnerability.

This underlines that challenging attitudes and behaviours, in relation to offender assessment, learning and training, are not merely those attitudes and behaviours which are confrontational. There should therefore be careful consideration of what is meant by challenging profiles, attitudes and behaviours, in offender contexts.

Many of the characteristics above are also shared by other learners in the FE sector, including 14-19 learners. However, there is a concentration of need within the offender population as a whole. Second, individual offenders have very complex, inter-related patterns of need. Third, offenders in the criminal justice system have been convicted of and are serving a sentence for one or more criminal offence(s). It is likely that having a criminal conviction will impact emotionally upon individuals, potentially contributing to a sense of stigma and reduced self-esteem (Braithwaite, 1989). Furthermore, unlike other learners, learning and skills for offenders takes place within the context of the criminal justice system.

The impact upon offender assessment, learning and training of policy on learning and skills and criminal justice, and on criminal justice; the criminal justice environment; and offenders' profiles, attitudes and behaviours underlines the complexities of offender assessment, learning and training. Perhaps unsurprisingly, the need for professional development for learning and skills staff working with offenders was underlined by participants in both this and previous research.

Materials and workforce development contextualised to offender settings

Contextualised materials

A range of resources supporting quality improvement has been contextualised to offender settings. Examples include:

- an Adult Learning Inspectorate document contextualising the Common Inspection Framework to custodial settings. This is currently being updated by Ofsted
- a version of the Common Inspection Framework contextualised to the National Probation Service, currently being developed by Ofsted
- the *Delivering Skills for Life* series, currently being updated by QIA. This series contextualises the criteria of the Common Inspection Framework to Skills for Life delivery in different settings. Settings include four criminal justice contexts: the National Probation Service, adult prisons, the secure estate for offenders aged 15-17 and young adult offenders aged 18-20

- a range of case studies on different aspects of offender assessment, learning and training.

Workforce development

Workforce development contextualised to offender settings includes:

- the Certificate in Education, Post Graduate Certificate in Education and Master's module on teaching in custodial contexts, developed by the University of Plymouth, Strode College and Life Change UK
- the University of Lancaster's module on perspectives on literacy and learning in the criminal justice sector, which is part of its post-graduate programme in literacy, numeracy and ESOL
- the Youth Justice Board's Professional Certificate in Effective Practice for learning support assistants, at National Vocational Qualification Level 4
- a range of workforce development materials and handbooks developed by the PLUS Strategy Team on behalf of the Youth Justice Board. These include a handbook on behaviour
- two foundation degrees in offender management developed by Leeds Metropolitan University, HMP Leeds and the National Prison Service College
- resources developed by the Department for Education and Skills, the National Research and Development Centre and Tribal Education and Technology, on developing the speaking and listening skills of practitioners working with offenders
- Unit 1 of Level 2 in Adult Learner Support, contextualised to criminal justice settings by Tribal Education and Technology on behalf of the Department for Education and Skills
- induction materials for Skills for Life staff new to working in criminal justice settings, developed by Tribal Education and Technology on behalf of the Department for Education and Skills
- delivering Key Skills in offender contexts, developed by the Key Skills Support Programme
- a wide range of resources developed at local level, such as Nottinghamshire Probation Area's workforce development for judges and magistrates on Skills for Life
- international materials which are being developed through the European Prison Education Association.

Pilots of the revised teaching qualifications

- The Prison Service College has piloted PTLLS with Prison Service trainers and will be piloting the Level 3 Certificate in Teaching in the Lifelong Learning Sector from June 2007.

Other relevant workforce development

Range

There is a wide range of workforce development for staff who do not work with offenders, which is relevant to staff involved in offender assessment, learning and training, such as:

- the behaviour and attendance training materials which are part of the Department for Education and Skills' Behaviour Improvement Programme. These materials include developing a whole organisation approach to behaviour and attendance; developing a behaviour and attendance policy; conducting a behaviour audit; and developing staff skills to address behaviour and attendance issues. The importance of emotional literacy underpins the materials
- Lee Canter's work on assertive discipline, which focuses on developing specific strategies for staff to use
- work on developing conciliation skills.

Implications of existing workforce development

The wide range of existing materials and resources, developed specifically for or relevant to, offender assessment, learning and training staff offers a rich resource upon which to draw in contextualising the revised teaching qualifications to meet the workforce development needs of offender assessment, learning and training staff.

The materials and workforce development specific to offender assessment, learning and training staff reflect different approaches to using context. These span, for example, including occasional case studies about offenders, to a more systematic embedding of offender settings into the resources. These differences underline the importance, in developing the revised teaching qualifications to offender contexts, of contextualising systematically into the aspects of learning and skills covered the three main sets of factors highlighted by this research as specific to offender settings.

Furthermore, existing materials have tended to focus primarily on custody, though the majority of offenders are on community supervision. This highlights the importance of having an appropriate balance between custodial and

community contexts, in contextualising the revised teaching qualifications for offender assessment, learning and training staff.

Issues in workforce development

Overview

There is a range of issues in relation to the workforce development of staff involved in offender assessment, learning and training.

Isolation and lack of awareness

Overall, whilst there were examples of good practice, the evidence indicated that there were relatively few opportunities for workforce development for staff involved in offender assessment, learning and training to focus on context-specific issues. From April 2007, QIA-funded programmes have offered workshops and other support for Heads of Learning and Skills (HoLS) and Education Managers to share good practice. There is scope to develop forums for a wider range of staff to share practice, at national, regional and local level. On the whole, the awareness of offender assessment, learning and training staff of the revised teaching qualifications could be developed further.

Qualifications and experience of offender assessment, learning and training staff

Evidence has not as yet been collected systematically on the profiles of staff working in offender assessment, learning and training, including about qualification level and years of experience of learning and skills and of offender learning and skills. It is therefore difficult to plan accurately workforce development needs.

Careers in offender assessment, learning and training

The employment terms and conditions for staff involved in offender assessment, learning and training are, on the whole, worse than those for staff working in mainstream, in colleges and schools. There is no national pay scale for offender assessment, learning and training staff. They tend to be paid less than staff working in mainstream and do not have school and college holidays. Many staff are part-time, hourly paid and on fixed term contracts. There is an absence of clear career progression routes. Individuals completing a Post Graduate Certificate in Education (PGCE) to work in the pre-compulsory sector cannot gain Qualified Teacher Status (QTS) through doing their Newly Qualified Teacher (NQT) year in a young offender institution (YOI). Whilst this does not apply to gaining QTLS in the post-compulsory sector, this is likely to deter some individuals from working in the criminal justice sector. These points contribute to staff recruitment and retention

issues. Recruitment and retention issues are in turn related to workforce development issues. It is difficult to equip systematically the workforce to work effectively with offender assessment, learning and training, if there is high staff turnover. Employment terms and conditions make it difficult to attract to and retain in the workforce the most able practitioners. There are some promising examples of marketing careers in offender assessment, learning and training, but there is scope to develop this area much further.

Workforce development strategies

There is an absence of workforce development strategies for offender assessment, learning and training staff at national, regional and local level. Workforce development is not covered in detail in Offender Learning and Skills Service (OLASS) contracts and so is not regularly monitored by the Learning and Skills Council (LSC).

Paid time and cover

A range of interviewees reported that accessing paid time and cover to attend workforce development could be problematic. Issues appear to be exacerbated where there is a range of contractors providing learning and skills within a single institution or organisation.

Range of roles

Interviewees tended to perceive that all staff whose roles impact on offender assessment, learning and training should receive workforce development on learning and skills. In principle, this is sound. However, given current issues in criminal justice, such as overcrowding, and the wide range of roles involved in offender assessment, learning and training, it is probably advisable in the short-term to target identified groups of staff for workforce development through the revised teaching qualifications.

Department for Education and Skills review

The Department for Education and Skills (DfES) Offenders Learning and Skills Unit (OLSU) is co-ordinating a review of the education of school age offenders (offenders in custody who are 17 are included in the review). One strand of the review is on workforce development. At the time of writing, the DfES was consulting on the review through its website. It is important that strategic connections are made between the DfES OLSU review and work to develop the revised teaching qualifications to meet the needs of offender assessment, learning and training staff.

Broader issues in criminal justice

There is a range of broader issues, such as overcrowding in prisons, the movement of offenders around the system, and problems with leadership and management in prisons (ALI, 2007), which impacts upon workforce development for staff involved in offender assessment, learning and training.

Taking issues forwards

Some issues impacting on the workforce development of staff involved in offender assessment, learning and training, such as overcrowding in prisons, are extremely complex and are beyond the scope of this research to address. It is, nevertheless, important that their impact upon the workforce development of offender assessment, learning and training staff is acknowledged, and used to inform discussion of priorities in and decisions about learning and skills in criminal justice, at an appropriately strategic level, particularly by the OLASS National Executive Group. Taking this research forwards may entail tailoring findings and recommendations to different audiences, both strategic (for example, the OLASS National Executive Group and prison governors) and operational (for example, teachers and volunteers).

The revised teaching qualifications

Overview

The revised teaching qualifications offer a range of opportunities for the workforce development of staff involved in offender assessment, learning and training.

Contextualising the revised teaching qualifications

This research reveals that contextualising the revised teaching qualifications could take a number of forms.

- Optional units could be developed for offender contexts, with learning outcomes and assessment criteria which are specific to staff involved in offender assessment, learning and training.
- Providers could contextualise to offender settings existing or new optional units, through programme design and delivery.
- Identified 'optional' units considered key to working in offender assessment, learning and training could be made mandatory for offender assessment, learning and training staff.
- Providers could contextualise core units to offender settings, through programme design and delivery.

Many interviewees highlighted that staff working with offender assessment, learning and training need workforce development on the three main sets of factors specific to offender contexts:

- policy on learning and skills and criminal justice, and on criminal justice
- the criminal justice environment
- offenders' profiles, attitudes and behaviours.

Optional units on the above could be developed, at a range of levels. One possibility is that these optional units could have learning outcomes and assessment criteria specific to criminal justice contexts. Alternatively, if LLUK intends to develop optional units on policy, environment and the learners for other contexts beyond criminal justice, such as Jobcentre Plus, then these optional units could be generic. They could be contextualised to offender settings by providers, through programme design and delivery.

Some interviewees also highlighted the need for workforce development on learning difficulties and disabilities (LDD), mental health, employability, diversity and managing challenging behaviours. It could be examined whether:

- LDD, mental health, employability, diversity and managing challenging behaviours could be covered adequately as part of offenders' profiles, attitudes and behaviours
- generic optional units on LDD, mental health and managing challenging behaviours should be developed. Providers could contextualise these to offender settings through programme design and delivery
- the draft generic optional units on employability and on equality and diversity at Levels 3 and 4 meet the needs of offender assessment, learning and training staff and, if so, whether it would be appropriate for providers to contextualise these to offender settings through programme design and delivery.

Some seminar participants thought that it might be feasible to develop a generic optional unit on challenging behaviours, potentially for use with groups of staff across a range of contexts. However, it is important not to underestimate the complexities of:

- what is meant by challenging profiles, attitudes and behaviours, in relation to offenders
- managing the combined impact upon learning and skills of challenging profiles, attitudes and behaviours and of the criminal justice environment.

It is important that there are mechanisms to link the content of optional units on policy on learning and skills in criminal justice, and criminal justice; the

criminal justice environment; and offenders' profiles, attitudes and behaviours with the content of core units. This is to maximise the extent to which workforce development equips learning and skills staff to manage contextual issues at every stage of offenders' learning journey.

Given that different contexts within criminal justice have different implications for offender assessment, learning and training (for example, the motivations of offenders on life sentences to improve their learning and skills are likely to differ from those of offenders on remand or on short sentences), it is important to ensure that units contextualised to offender assessment, learning and training address systematically an appropriately wide range of contexts within which learning and skills takes place.

Using expertise

In developing the new qualifications to meet the needs of staff involved in offender assessment, learning and training, it is important to draw upon the following sources of expertise:

- the findings and recommendations of this research
- existing resources and workforce development specific to offender staff
- existing workforce development which is beyond the context of but relevant to offender assessment, learning and training staff
- the expertise of stakeholders such as the organisations and individuals participating in this research.

Mechanisms should be put in place so that those developing qualifications and programmes for offender staff are able to draw upon existing expertise in offender assessment, learning and training. One mechanism could be a seminar on learning and skills in offender contexts, for providers developing programmes. Standards Verification UK's (SVUK's) qualification endorsement and monitoring processes need to be sufficiently detailed to ensure that programme development and delivery reflect appropriately the impact of offender contexts upon assessment, learning and training. Given that PTLLS and the Level 3 Certificate are being piloted at the time of writing, it is crucial that mechanisms for quality assurance of workforce development contextualised to offender settings are implemented as an urgent priority, to ensure that the relevance of workforce development to offender staff is maximised.

Theory and practice

The complexities in offender assessment, learning and training underline that there should be a careful balance between theory and practice in the workforce development of learning and skills staff. This is so that staff develop suitably detailed understandings of offender assessment, learning and training, which are then transformed into skills to enable them to work effectively with offenders. Some interviewees thought that there should be a greater emphasis on practice at Level 3, and more emphasis on theory at the higher levels of the revised teaching qualifications. These points were also made during LLUK's consultation prior to developing the mandatory elements of the new qualifications and have been reflected in LLUK's development of Level 3 and 4 qualifications.

Reflective practice

A focus on reflective practice is incorporated into the new professional standards, the mandatory elements of the new qualifications and a range of existing workforce development materials. Reflective practice could be an important mechanism for practitioners to grapple with the complexities of offender assessment, learning and training, to develop their skills.

Qualifications and Credit Framework

A range of interviewees underlined the scope of the revised teaching qualifications, in combination with the emerging QCF, to help create clear, flexible career progression routes for, for example:

- staff who aim to work in offender assessment, learning and training over their career
- staff who have been working with learning and skills in other sectors, and who have started to work or wish to work with offender assessment, learning and training
- staff who wish to develop their awareness of offender assessment, learning and training, as part of developing their awareness of learning and skills in a range of contexts.

The associate teacher role

Some respondents thought that the associate teacher role could be a tool to help professionalise the roles of the wide range of staff working with offender assessment, learning and training. LLUK has provided guidance on the full and associate teacher roles. Some interviewees thought it was important that LLUK, in combination with partners, should clarify which offender assessment, learning and training roles the associate teacher role is applicable to, and any limits to the associate teacher role in offender contexts.

Institute for Learning

The IfL's roles in monitoring CPD and in providing a CPD portal through its website could also help to professionalise offender assessment, learning and training.

Quality Improvement Agency

Given QIA's remit for quality improvement, QIA could develop guidance materials on good practice in offender assessment, learning and training, to support the workforce development available to staff through the revised teaching qualifications. These materials could include case studies of good practice. QIA's website, with that of the IfL, should be valuable in providing direct access to or signposting relevant materials and possibly workforce development opportunities, and providing an on line forum to discuss workforce development issues in offender assessment, learning and training.

Centres for Excellence in Teacher Training

It is important that offender contexts are reflected in the work of the Centres for Excellence in Teacher Training (CETTs), which will be operational by September 2007. Connecting selected CETTs with those providers who are contextualising core and optional units to offender settings could be one way of maximising the quality of those units.

Funding

The new teaching qualifications are supported by the LSC and are eligible for LSC funding. Some practitioners, employed both through and outside OLASS contracts, appeared to be unclear about funding mechanisms for workforce development.

14-19 and post-16

LLUK highlighted that optional units on 14-19 will be developed within the revised teaching qualifications. Some youth justice stakeholders thought that it is important to clarify how far the workforce development needs of learning and skills staff in youth justice will be addressed within the 14-19 agenda, and how far within other units of LLUK's revised teaching qualifications.

Research

Overall, there are gaps in the evidence base on offender assessment, learning and training. Gaps include a lack of:

- detailed qualitative research on the ways in which staff manage the impact of criminal justice contexts upon offender assessment, learning and training, to maximise learner progress
- case studies of good practice in offender assessment, learning and training, based on evidence which has been systematically collected, analysed and reported
- survey evidence on offender assessment, learning and training staff.

Recommendations

Overall recommendation

- The opportunities the revised teaching qualifications offer to support the workforce development of staff involved in offender assessment, learning and training should be maximised.

Contextualisation

- The following three sets of factors specific to offender contexts should be incorporated systematically into units contextualised to offender settings:
 - policy on learning and skills in criminal justice, and on criminal justice
 - the criminal justice environment
 - offenders' profiles, attitudes and behaviours.
- The implications for assessment, learning and training of the range of settings within criminal justice should be reflected systematically in contextualised workforce development.

Development of the revised teaching qualifications

- Optional units contextualised to offender settings should be developed, at a range of levels, to focus on the three sets of factors specific to offender contexts highlighted above.
- One possibility could be for optional units to have learning outcomes and assessment criteria specific to offender settings.
- Alternatively, if LLUK plans to develop optional units on policy, environment and the learners for other contexts beyond criminal justice, then optional units on policy, environment and learners should be generic. These generic optional units should be contextualised by providers, through programme design and delivery.
- It should be assessed whether optional units on offenders' profiles attitudes and behaviours could address adequately:
 - LDD
 - mental health
 - drug, alcohol and substance misuse
 - diversity
 - employability
 - managing challenging behaviours.
- The draft generic optional units on equality and diversity and on employability could be contextualised to offender settings, by providers through programme design and delivery.
- If it is not feasible to address in appropriate depth LDD; mental health; drug, alcohol and substance misuse; and managing challenging behaviours within units on offenders' profiles, attitudes and behaviours, then generic optional units should be developed on these areas. These should be contextualised to offender settings, by providers through programme design and delivery.
- Given the complexities of challenging behaviours in offender contexts, offender assessment, learning and training staff should undertake workforce development on challenging behaviours contextualised to offender settings, in preference to a generic optional unit on challenging behaviours, delivered to cross-sector groups of staff.
- The feasibility of making selected optional units mandatory for assessment, learning and training staff in identified roles should be examined.

- There should be mechanisms to link the content of core and optional units.

Use of expertise

- Existing expertise should be used systematically in the development and delivery of qualifications and programmes contextualised to offender settings.
- Maximising the extent to and ways in which programme design and delivery reflect appropriately aspects of offender contexts should be an urgent priority, given that tests and trials of the revised teaching qualifications are under way.
- SVUK's qualification endorsement and monitoring processes should be sufficiently detailed to ensure that the development and delivery of units contextualised to offender settings reflect systematically the impact of those contexts upon assessment, learning and training.

Theory and practice

- In contextualising the revised teaching qualifications to offender assessment, learning and training staff:
 - there should be a careful balance between developing relevant theoretical understanding of offender contexts, and developing staff skills to manage context, through practical activities
 - a range of methods should be used to develop practice:
 - a reflective practice approach should be used.

Associate teacher role

- LLUK, with relevant partners, should clarify which of the wide range of roles involved in offender assessment, learning and training fall within the full and associate teacher roles.
- LLUK should make explicit what the distinctions between the draft National Occupational Standards for learning support and the associate teacher role mean in terms of the wide range of staff roles in criminal justice contexts.
- The potential of the associate teacher role to help professionalise the work of the wide range of staff involved in offender assessment, learning and training should be maximised.

Qualifications and Credit Framework

- The potential of the QCF, with the unit and credit based structure of the revised teaching qualifications, should be utilised to develop career progression routes for offender assessment, learning and training staff.

Institute for Learning

- The IfL's remit for workforce development should be utilised as a tool to help professionalise the offender assessment, learning and training workforce.
- Those responsible for the leadership and management of offender assessment, learning and training, at national, regional and local level, should identify how they will implement and monitor the IfL's proposals about CPD.

Centres for Excellence in Teacher Training

- Providers contextualising core and optional units to offender settings should be linked to CETTs.

Youth justice workforce

- It should be clarified how far the workforce development needs of learning and skills staff in youth justice will be addressed through LLUK's planned optional units on 14-19, and how far through other units of the revised teaching qualifications.

Issues impacting upon workforce development

Overall recommendations

- To implement successfully workforce development for staff involved in offender assessment, learning and training, issues which impact upon workforce development should be addressed, where feasible.
- Some issues are extremely complex and are beyond the scope of this research to address. Nevertheless, their impact upon workforce development for offender staff should be used to inform decisions about assessment, learning and training in criminal justice, at an appropriately strategic level, particularly by the OLASS National Executive Group.

Workforce development strategies

- Workforce development strategies should be developed, at national, regional and local level, for staff involved in offender assessment, learning and training.
- Groups of staff should be prioritised to receive professional development through the revised teaching qualifications.
- Workforce development strategies should be incorporated into contractual arrangements for offender assessment, learning and training.
- The implementation of workforce development strategies should be monitored, as part of regular contract management processes.

Recruitment and retention

- Issues about the recruitment and retention of staff working with offender assessment, learning and training should be addressed, where feasible. This should include:
 - developing marketing strategies, to attract potential employees into the workforce
 - improving employment terms and conditions
 - developing clear pathways for career progression, within offender assessment, learning and training.
- Access for offender staff to nationally recognised workforce development, through the revised teaching qualifications, should be used as a tool to market careers in offender assessment, learning and training.
- The feasibility of amending regulations so that practitioners can gain QTS status through doing their NQT year in criminal justice contexts should be examined.

Dissemination

Dissemination about careers in offender assessment, learning and training

- Recommendations about disseminating information about careers in offender assessment, learning and training are specified above.

Dissemination relating to the revised teaching qualifications

- QIA could hold a seminar in the early summer 2007, for providers developing programmes for offender assessment, learning and training staff.
- Awareness of the revised teaching qualifications should be developed among staff involved in offender assessment, learning and training.
- This should include developing awareness of the roles and resources of partners such as LLUK, the IfL and QIA, in relation to workforce development.
- QIA should play a lead role in the development of guidance and resources on good practice, to support contextualising the revised teaching qualifications to staff working with offender assessment, learning and training, and to accompany LLUK's planned good practice guides for the new qualifications.
- Funding mechanisms for workforce development through the revised teaching qualifications should be clarified to practitioners involved in offender assessment, learning and training.
- Strategic connections should be made between work to contextualise the revised teaching qualifications to offender settings and the workforce development strand of the DfES OLSU review of the education of school age offenders.

Further mechanisms to develop practice

- QIA should play a lead role in developing mechanisms for staff working with offender assessment, learning and training to share good practice and issues in practice, at national, regional and local level. This should be done in conjunction with key partners.

Dissemination of research

- In disseminating this research, findings and recommendations should be tailored appropriately for different audiences, at strategic and operational level.
- QIA should consider whether findings from this research should be combined with findings from other relevant QIA research, in dissemination activities.
- Where feasible, research findings on different aspects of offender assessment, learning and training should be placed in the public domain, to promote the development of good practice.
- Research findings should inform workforce development strategies and programmes for staff involved in offender assessment, learning and training.

Areas for future research

Overall

- The gaps in the evidence base on offender assessment, learning and training should be addressed.

Survey

- A survey should be conducted of staff involved in offender assessment, learning and training.

Qualitative research

- Case studies of good practice in offender assessment, learning and training should be developed.
- Detailed qualitative research should be conducted on the extent to and ways in which staff involved in offender assessment, learning and training incorporate into their planning, practice and reflection on practice, relevant aspects of the criminal justice context.

Pathfinders for the revised teaching qualifications

- There should be pathfinder projects on the implementation of the revised teaching qualifications for staff involved in offender assessment, learning and training.

Full report

1. Overview

Quality Improvement Agency (QIA) commissioned Real Educational Research to conduct research on the revised teaching qualifications and the workforce development needs of staff working with offender assessment, learning and training. The research began on 11th January 2007 and finished on 31st March 2007.

The Final Report covers the policy reforms to teaching qualifications in the Further Education (FE) sector; good practice in assessment, learning and training across the FE sector; factors specific to criminal justice contexts which impact upon offender assessment, learning and training; workforce development contextualised to offender settings; relevant workforce development materials from outside offender assessment, learning and training; issues impacting upon workforce development; and recommendations. There is a glossary of acronyms at Annex 9.

2. Methodology

2.1 Objectives

The research objectives, as specified by QIA, were to:

- identify the styles of assessment, learning and training which are most effective when working with offenders and the skill sets demonstrated by those teachers who are most effective in this context
- identify current strategies for workforce development and the issues affecting workforce development for staff delivering offender assessment, learning and training
- identify good practice in workforce development for staff working with offenders in custodial and community settings
- consider the potential of the new teacher qualifications to address workforce development issues for staff delivering offender assessment, learning and training
- explore how the new teacher qualifications might be developed further and implemented to meet the needs of staff delivering offender assessment, learning and training (QIA commissioning letter, 2007).

2.2 Research questions

Research questions were developed, to meet the research objectives.

1. What are the skills needed by staff involved in offender assessment, learning and training?
2. What does good practice in each identified skill consist of?
3. What do current national, regional and local strategies for the workforce development of staff involved in offender assessment, learning and training consist of?
4. What does good practice in the workforce development of staff involved in offender assessment, learning and training consist of, at national, regional and local level?
5. What issues impact upon workforce development, at national, regional and local level, for staff involved in offender assessment, learning and training?
6. What might be the potential of the revised teaching qualifications to address issues, at national, regional and local level, in the workforce development of staff involved in offender assessment, learning and training?
7. To what extent and in what ways do the generic revised teaching qualifications equip staff with the skills needed to work successfully with offender assessment, learning and training?
8. How might the revised teacher qualifications be developed and implemented, to meet the needs of staff working with offenders?
9. To what extent and in what ways might other existing workforce development, outside offender assessment, learning and training, be tailored to the needs of staff working with offenders?

2.3 Data collection

2.3.1 Overview

Data collection consisted of:

- a literature review, which includes research, policy, inspection and practice documentation
- one to one interviews with policy, practice and research stakeholders
- practitioner focus groups
- learner focus groups and interviews.

2.3.2 Literature search

A literature search was conducted using:

- academic data bases, including:

- the Oxford Library Information System
 - the British Education Index
 - Educational Resources Information Centre
 - Sociological Abstracts
 - Sociofile
 - Expanded Academic Index
 - Academic Search Elite
- websites, including those of:
 - QIA
 - Lifelong Learning UK
 - Institute for Learning
 - Standards Verification UK
 - Qualifications and Curriculum Authority
 - National Research and Development Centre for Adult Literacy and Numeracy
 - Department for Education and Skills
 - Home Office
 - Learning and Skills Council
 - Youth Justice Board
 - National Probation Service
 - National Offender Management Service
 - Adult Learning Inspectorate
 - Office for Standards in Education
 - National Institute for Adult Continuing Education
 - Learning and Skills Network
 - Publishers (for example, Willan)
 - the search engines google and google scholar
 - further suggestions by stakeholders.

A literature grid was developed to record an initial analysis of the literature (Annex 2). Two examples of completed grids can also be found at Annex 2.

2.3.3 Interviews and focus groups

Interviews and focus groups were conducted with a range of policy, practice and research stakeholders (see Annex 3 for a list of interviewees and focus group participants). Focus groups and interviews were also conducted with some learners.

Interviewees were identified through consultation with the project advisory group and suggestions made by, for instance, the Department for Education and Skills (DfES) Offenders Learning and Skills Unit (OLSU), Youth Justice Board (YJB) and National Offender Management Service (NOMS). Given that

fieldwork needed to be conducted within one month (February 2007), researchers' previous contacts were also drawn upon, to ensure prompt access to interviewees. Where appropriate, the researchers followed up suggestions made by interviewees about further individuals to interview.

The scope of fieldwork included:

- adult prisons of different categories
- young offender institutions
- prisons with a remand population
- local prisons
- training prisons
- male and female prisons
- prisons containing offenders on life sentences
- prisons with a significant minority ethnic population.
- community provision for offenders aged 14-17 supervised by Youth Offending Teams
- offenders (aged 18 and above) on National Probation Service supervision in the community.

QIA stipulated that the scope of the research should not include young offenders in secure training centres (STCs) or secure children's homes (SCHs).

Please see Annex 4 for a table of custodial institutions participating in the research and the key relevant characteristics of each establishment. Staff from four probation areas were also interviewed (see Annex 4).

In most cases, potential interviewees were approached through email. Potential interviewees were initially sent a project briefing (Annex 5). Once they had agreed to be interviewed, interviewees were sent an interview schedule and LLUK's draft summary of the revised teaching qualifications (LLUK, 2006a). If it was judged that the interviewee was likely to have some awareness of the revised teaching qualifications, s/he was also sent LLUK's interim guidance on the revised teaching qualifications (LLUK, 2007a).

On the whole, the responses to email invitations to participate in the research were prompt. Fieldwork commenced a week earlier than had been planned (29th January rather than 5th February 2007). Any non-respondents were followed up at least twice, following the initial email sent to potential interviewees.

Interview and focus group schedules were developed from the literature. A generic schedule was developed. This was then tailored as appropriate to the context of specific interviewees (see Annex 6 for the generic schedule, two examples of schedules contextualised to individual stakeholders and the focus group schedule for prisoners). Where feasible, interviews were

conducted by telephone, to use project resourcing efficiently. Visits were made to four prisons: Bullingdon, Ashfield, Holloway and Exeter.

Detailed notes were taken of interviews and focus groups. Most interviews and focus groups were also audio-recorded, to back up notes taken. One interviewee did not give consent for the interview to be recorded.

The numbers of interview and focus groups conducted are as follows:

Interview/ focus group	Number
One to one interviews with research, policy and practice stakeholders	53
Practitioner focus groups	27 practitioners in 5 focus groups 1 with 12 practitioners 1 with 5 practitioners 1 with 4 practitioners 2 with 3 practitioners
Prisoner focus groups	5 with 14 offenders in total
1 to 1 prisoner interviews	1

See Annex 3 for further information about interviewees.

2.3.4 Issues in fieldwork

Observation of teaching and learning

It had originally been intended to observe a limited number of teaching and learning sessions, to record in detail what observed good practice consists of. However, the researchers' priority was to negotiate access with establishments for interviews and focus groups. It was considered that attempting to gain access for observations might prove counter-productive to making arrangements for interviews and focus groups. Furthermore, at the stage of negotiating access there was not sufficient evidence available to the researchers to be reasonably certain of where there was good practice, to enable observations to be targeted effectively. It was therefore decided not to conduct observations within this project.

Changes to scheduled visits

Perhaps unsurprisingly, there was a small number of changes to scheduled visits to establishments. For example, in one establishment the interview with the Head of Learning and Skills (HoLS) could not take place when scheduled, because the HoLS had a meeting with the Area Manager. The researcher used the time to interview two officer instructors responsible for the laundry

and arranged to have some time, though less than had been planned, with the HoLS later that day.

2.4 Data analysis and respondent validation

The Interim Report, submitted to QIA in February 2007, consisted of a literature review. An initial analysis of interview and focus group data was conducted in February 2007. The main phase of data analysis took place in March 2007. QIA facilitated an expert seminar on March 21st 2007 on the draft research findings and recommendations and the revised teaching qualifications. All interviewees were invited to the seminar; in total, there were 32 participants. Please see Annex 7 for a list of seminar participants and the seminar programme. The day consisted of plenary presentations about QIA's remit, the draft research findings and recommendations; and the revised teaching qualifications. There were two workshops, one on draft research recommendations and one on the qualifications. The seminar provided an opportunity for respondent validation of the research.

3. Policy reforms to teaching qualifications in the Further Education sector

Following findings and recommendations about improvements to teacher training (Ofsted, 2003), the reform of initial teacher training (ITT) and continuing professional development (CPD) is outlined in DfES (2004a) and is emphasised as key to the effectiveness of *Success for All* (DfES, 2005a, b). The Foster review of FE (Foster, 2005) underlines the need for a greater focus on professional development in FE and for a new national workforce development strategy. The FE white paper (DfES, 2006a) announces new professional development programmes.

DfES (2004a) tasks Lifelong Learning UK (LLUK) with setting new standards for ITT and CPD and with developing credit and unit based qualifications. Standards Verification UK (SVUK), a wholly owned subsidiary of LLUK, is responsible for endorsing and monitoring ITT qualifications, following recommendations about improving quality assurance (Ofsted, 2003). Qualifications and Curriculum Authority (QCA) accredits qualifications in the emerging Qualifications and Credit Framework (QCF). The Institute for Learning (IfL) is the professional body for teachers, tutors and trainers in the FE sector.

New professional standards for the FE sector have been finalised (LLUK, 2006a). LLUK is developing a revised suite of qualifications, which is unit and credit based and fits within the emerging QCF. As stated in LLUK (2007a, 2006b), the outline of the new teacher ('teacher' refers to teachers, tutors and trainers) qualifications framework is as follows:

- Level 3 and 4 Awards in Preparing to Teach in the Lifelong Learning Sector (PTLLS), initially referred to as the 'passport to teaching' in DfES (2004a) (one mandatory unit)
- Level 3 Certificate in Teaching in the Lifelong Learning Sector (three mandatory units worth 18 credits and optional units worth at least six credits)
- Level 4 Certificate in Teaching in the Lifelong Learning Sector (three mandatory units worth 18 credits and optional units at least to the value of six credits)
- Level 5 Diploma in Teaching in the Lifelong Learning Sector (120 credits, including optional units worth 15 credits per year, in year one and two of a part-time programme). This can also be offered above Level 5.

Level 3 PTLLS is the first qualification to be recognised by QCA within the QCF (York Consulting, 2006). The PTLLS has been tested and trialled since September 2006 and has been evaluated (York Consulting, 2006). The Certificate in Teaching in the Lifelong Learning Sector at Levels 3 and 4 will be trialled from May 2007.

Draft interim guidance for awarding institutions on units of assessment and roles is available (LLUK, 2007a). LLUK (2007a) distinguishes between two teacher roles: the full teaching role, performed by those who are expected to attain Qualified Teacher Learning and Skills (QTLS), and the associate teaching role, which carries fewer teaching responsibilities. The Certificate is for those in an associate role and the Diploma for those in a full teaching role.

There will be three Skills for Life pathways within the Level 5 Diploma: ESOL, Literacy and Numeracy. LLUK has developed the following documents in relation to Skills for Life:

- application of the new over-arching standards for teachers, tutors and trainers of English (Literacy and ESOL) (LLUK, 2007b)
- application of the new over-arching standards for teachers, tutors and trainers of Mathematics (Numeracy) (LLUK, 2007c)
- units of assessment for teachers, tutors and trainers of English (Literacy and ESOL) (LLUK, 2007d)
- units of assessment for teachers, tutors and trainers of Mathematics (Numeracy) (LLUK, 2007e)
- draft interim guidance on developing qualifications for teachers of English (Literacy and ESOL) and Mathematics (Numeracy) (LLUK, 2007f).

There will be requirements, both for ITT and CPD, for teachers, tutors and trainers in the FE sector. For example, from September 2007 all new entrants must register with the IfL and must complete PTLLS. The IfL will award those completing PTLLS with a threshold licence to practice (DfES, 2005a). Those

for whom teaching/ tutoring/training is their main role will then be required to complete a further qualification (LLUK, 2007a). The IfL will award QTLS to those completing the Diploma and further relevant professional training (yet to be specified). The IfL intends to introduce a CPD requirement (IfL website), from September 2007. It is likely that this will stipulate that all full-time teachers in FE colleges must complete a minimum of 30 hours of CPD a year. Part-time teachers must also complete CPD, calculated on a pro-rata basis, with a minimum of six hours' CPD. The IfL will register those who complete appropriate CPD (DfES, 2004a). To support CPD, the IfL website has a CPD portal and a discussion forum.

LLUK (2007a) highlights that the new teaching qualifications framework will provide opportunities for credit accumulation and transfer (CAT), enabling the accreditation of prior learning (APL) to take place. There is a recognition scheme to enable those with existing qualifications to attain QTLS. The unit and credit based approach aims to improve career progression.

LLUK (2007a) states that it will be feasible to contextualise mandatory units and to develop optional units of the qualifications. This should enable professionals in the FE sector to tailor qualifications to their subject area and work context (DfES, 2004a). Optional units drafted for the first tests and trials of the Certificate are:

- Equality and Diversity (Level 3 and 4)
- Preparing for the Coaching Role (Levels 3 and 4)
- Preparing for the Mentoring Role (Levels 3 and 4)
- The Concepts of Credit Based Assessment (Levels 3 and 4)
- Evaluating Learning Programmes (Level 4)
- Specialist Delivery Techniques and Activities (Level 4)
- Delivering Employability Skills (Level 4).

LLUK has also developed draft National Occupational Standards (NOS) for learning support (LLUK, 2007h).

DfES (2004a) underlines a commitment to creating Centres for Excellence in Teacher Training (CETTs). CETTs aim to raise the standard of post compulsory teaching, training and tutoring through improved ITT and CPD (DfES, undated; LLUK, undated). DfES (undated) states that CETTs will be operational by September 2007.

LLUK is one of six partners involved in developing the workforce to deliver the 14-19 diplomas. Other partners are the Training and Development Agency for schools, QIA, the Specialist Schools and Academies Trust, the Centre for Excellence in Leadership and the National College for School Leadership. Work on 14-19 workforce development includes reviewing the evidence base; developing a toolkit of good practice, a training needs analysis tool and an information, advice and guidance (IAG) service for schools and colleges; and

analysing the workforce development needs of support staff (LLUK, 2007i). LLUK underlined that optional units on 14-19 are planned, within the revised teaching qualifications.

4. Roles working with offender assessment, learning and training

Interviewees were asked which roles worked with offender assessment, learning and training. Interviewees outlined a very wide range of staff roles:

- teachers
- HoLS
- education managers
- literacy and numeracy co-ordinators
- Special Educational Needs Co-Ordinators
- learning support assistants
- vocational lecturers
- officer instructors
- probation officers (responsible for conducting the skills check at pre-sentence report stage)
- Youth Offending Team education officers
- Education, Training and Employment Managers
- prison officers facilitating enrichment activities, for example, on the wing
- arts practitioners involved in enrichment activities
- librarians
- staff delivering offending behaviour programmes
- unpaid work supervisors
- voluntary sector staff
- offenders involved in assessment, learning and training (for example, as peer mentors; by providing support in class for the teacher; and working as listeners, trained by the Samaritans)
- judges and magistrates (who need an understanding of assessment, learning and training issues in assessing, for example, whether offenders understand all relevant aspects of the criminal justice process and whether offenders on a generic community sentence should have an Education, Training and Employment requirement as part of their order)
- Connexions
- Information, Advice and Guidance staff
- chaplains
- youth workers
- educational psychologists
- all staff working in the community with the assessment, learning and training needs of young people in the youth justice system (for

example, staff in Pupil Referral Units and Learning Support Units and home tutors)

- prison governors
- National Probation Service senior managers
- Regional Offender Managers
- employers.

The implications of this wide range of roles for workforce development are discussed in Section 10.6.

5. Good practice in assessment, learning and training across the Further Education sector

5.1 Overview

What good practice in assessment, learning and training means is neither straightforward nor uncontested. In this report, it is argued that good practice in assessment, learning and training, across the FE sector, includes judicious selection from and use of, appropriate to context:

- policy changes in assessment, learning and training
- policy changes in mechanisms for quality improvement
- national standards
- research
- developmental activity.

What context means in relation to offender assessment, learning and training is discussed in Section 6.

Section 5 gives a brief overview of the five areas above. This summary overview underlines that there is a wealth of material, available from different sources, to inform the development of practice in assessment, learning and training across the FE sector. In the case of staff working with offender assessment, learning and training, this information is supplemented by a body of knowledge about the criminal justice context, discussed in Section 6.

The volume and complexity of information, in turn, point to the central role of workforce development in maximising good practice in offender assessment, learning and training. Workforce development can enable staff to select, try out and make principled decisions about whether and how to incorporate into their specific professional context, policy developments, materials, ideas and research findings, from the wide range available. Workforce development is considered in Sections 7-11.

5.2 Policy developments relevant to assessment, learning and training

There has been a wide range of policy developments relevant to assessment, learning and training in the FE sector, and the pace of policy development is rapid. Key developments include:

- increasing emphasis on employability and employment, as reflected in a range of policy documents (for example, the skills strategy (DfES *et al.*, 2003), the skills white paper (DfES *et al.*, 2005), 14-19 (DfES *et al.*, 2005b), the Leitch Report (Leitch, 2005, 2006), Train to Gain and the Apprenticeship programme). Section 6.2 considers what developing employability and employment skills means in relation to offenders
- 14-19 agenda (DfES, 2005c)
- functional skills, as reflected in a range of documents (for example, DfES *et al.*, 2003; DfES, 2005c; DfES, 2006a)
- assessment for learning (Black *et al.*, 2002, 2003)
- personalised learning (DfES, 2005c, 2006a)
- Skills for Life (DfES, 2003a)
- e-learning (DfES, 2005d)
- the QCF
- the Framework for Achievement and the Foundation Learning Tier.

Policy developments for young people of school age, relevant to offenders aged 14-19, include:

- Every Child Matters (HM Government, 2004), including developments such as Youth Matters (DfES, 2005e) and Youth Matters: Next Steps (DfES, 2006b)
- extended schools
- looked after children reforms (for example, HM Government, 2005a; DfES, 2005f; DfES, 2005g)
- the DfES Behaviour Improvement Programme. Section 9.2 considers the implications of the Behaviour Improvement Programme for workforce development in the learning and skills sector.

5.3 Policy developments relevant to quality improvement

There have been changes in arrangements for inspection. There is a less frequent, lighter touch inspection regime and there is greater emphasis on self-assessment and self-regulated improvement. Before April 2007, there was guidance for providers on interpreting the Common Inspection Framework (CIF) (Ofsted and ALI, 2005), preparing for inspection and actions to promote quality improvement at different stages of the learner's journey, on the Adult Learning Inspectorate's (ALI's) website. This is likely to be placed on the Office for Standards in Education's (Ofsted's) website.

QIA, launched in June 2006, has a central role in promoting quality improvement across the sector by, for example, leading on the development of an improvement strategy (QIA, 2007) and by supporting provider self-

improvement through a wide range of services and resources, such as the on line knowledge base (resources, materials and examples of good practice), communities (discussion forum) and improvement services directory.

5.4. National standards

A range of national standards help to codify good practice in assessment, learning and training in the FE sector. National standards include:

- criteria specified under the five questions of the revised CIF (Ofsted and ALI, 2005)
- new professional standards for teachers, tutors and trainers in the lifelong learning sector (LLUK, 2006b)
- draft national standards for learning support practitioners in the lifelong learning sector (LLUK, 2007b)
- national standards for literacy, numeracy and information communications technology (QCA and DfES, 2005)
- functional skills standards (QCA, 2006a,b,c).

5.5 Research evidence

There is now a large body of research on good practice in assessment, learning and training in the FE sector, commissioned and conducted by, for instance, the DfES, the National Research and Development Centre (NRDC) for Adult Literacy and Numeracy, and the Learning and Skills Network (LSN). For example, the NRDC has recently disseminated a suite of publications on effective practice in five areas of learning and skills: numeracy (Coben *et al.*, 2007); reading (Brooks *et al.*, 2007); writing (Grief *et al.*, 2007); information and communications technology (ICT) (Mellar *et al.*, 2007); and ESOL (Baynham *et al.*, 2007). These contain a wealth of findings and recommendations about good practice. For instance, Coben *et al.* (2007) recommend that numeracy teachers should have a good grasp not only of subject and pedagogical knowledge, but also of subject-specific pedagogical knowledge. For example, Coben *et al.* (2007) highlight that numeracy learners valued numeracy teachers' personal qualities and appreciated teachers who had good relationships with learners. NRDC plans to develop these research publications into practitioner guides.

5.6 Developmental activity

There is also an extensive amount of developmental activity, including a wide range of teaching and learning materials, such as the Skills for Life teaching and learning materials (http://www.dfes.gov.uk/readwriteplus/Teaching_and_learning_materials) and the Maths4Life active approaches to the teaching and learning of mathematics (for example, NRDC, 2007).

6. Good practice in offender assessment, learning and training

6.1 Overview

Offender assessment, learning and training takes place within the context of the criminal justice system, as part of an offender's sentence. Section 6 presents evidence from the literature review, interviews and focus groups about what is distinct about learning and skills in offender settings. It is argued that, in addition to the factors outlined in Section 5 which contribute to good practice in assessment, learning and training across the FE sector, staff working with offender assessment, learning and training need to take into account the implications of three main sets of factors specific to offender contexts:

- policy reforms in learning and skills in criminal justice, and in criminal justice
- the criminal justice environment
- offenders' profiles, attitudes and behaviours.

6.2 Policy reforms

6.2.1 Policy reforms in learning and skills and criminal justice

The Offender Learning and Skills Service

The Offender Learning and Skills Service (OLASS) is led by the Learning and Skills Council (LSC) and managed by a board with members from the LSC, the DfES OLSU, the YJB, the Prison Service and NOMS (OLASS, 2006). OLASS aims to provide a joined up learning and skills service from custody to the community (Gamble, 2006). At the centre of OLASS is the Offender Learning Journey (OLJ) (OLASS, 2004). There is a version of the OLJ for young offenders aged 15-17 in young offender institutions (YOIs) in England, and one for adult prisoners and young adult offenders aged 18-20 in custody in England (OLASS, 2006). The OLJ for young offenders replaces the YJB's National Specification for Learning and Skills (YJB, 2002). The OLJ prescribes what should be delivered in custody and sets a benchmark for what should be delivered to offenders aged 16 or over in the community (OLJ addendum). The OLJ is wide ranging. It covers requirements for IAG, assessment, curriculum, Skills for Life provision, arts and enrichment activities, ICT, quality assurance and improvement, diversity, partnership arrangements and issues specific to the criminal justice system. From July 31st 2006, OLASS was rolled out across England (HM Government, 2005).

In the evaluation of OLASS in the three development regions (Halsey *et al.*, 2006), a significant minority of stakeholders could not comment on aspects of the implementation of OLASS, because they lacked the relevant knowledge. Practitioners need to understand:

- the frameworks of OLASS and the OLJ
- how OLASS and the OLJ relate to broader educational (for example, 14-19 and Skills for Life) and criminal justice (for example, NOMS) developments
- their roles within OLASS.

Skills and employment

Reducing Re-Offending through Skills and Employment and Reducing Re-Offending through Skills and Employment: Next Steps

Section 5.2 highlighted the increased policy emphasis on developing skills for employment in the FE sector. The green paper on reducing re-offending through skills and employment (HM Government, 2005b) and the government's proposals for addressing priorities in the green paper (HM Government, 2006) together specify what a policy and practice focus on skills and employment means in the context of criminal justice.

Key areas for the development of offender skills and employment, as highlighted in HM Government (2006) are:

- engaging employers in the design and implementation of training and job preparation programmes for offenders, through the Reducing Re-Offending Corporate Alliance. It is aimed to provide employers with support on employing offenders
- developing the campus model in prisons. This aims to focus on employers' needs, an employability contract as part of an offender's sentence plan, and more flexible access to skills and employment support, including access to ICT
- using the new commissioning role of Regional Offender Managers to increase the emphasis on skills and jobs in prison and probation.

More detailed developments highlighted in HM Government (2006) include:

- from April 2007, implementing a target for the National Probation Service for the number of offenders on community supervision in employment for at least four weeks.
- trialling the role of Job Developer in prisons
- in the long term, developing more realistic workplaces in prisons, with training to support employment on release
- plans for assessment. A skills assessment will be conducted, to assess which offenders will most benefit from employment focused

- learning and skills. These offenders will agree an employment goal and a learning and employment plan
- outlining a campus curriculum. This could include:
 - IAG
 - a range of training in personal, job-related skills, including training in how to disclose offences in job applications and about attitudes and behaviour
 - vocational training
 - training in enterprise and self-employment
 - work trials
 - work experience
 - voluntary work with skills training
 - Skills for Life
 - a focus on different forms of work, spanning for instance self-employment, working for small employers and working for large employers
 - refining the accountability framework, to focus more sharply on the role of learning and skills, with other interventions, in the sentence plan.

Implications

A range of articles (for example, Graney, 2006; Miller *et al.*, 2006; Wheatley, 2006; Newman, 2006; Stancer, 2006) in a special edition of the *Talisman* (ALI, 2006b) highlights the challenges of the skills and employment agenda in criminal justice. There are examples of good practice in employer engagement, as highlighted in the *Talisman* (ALI, 2006b). However, the systematic engagement of employers in work with offenders in custody and the community requires considerable resources and staff expertise. Indeed, these policy developments will have major implications for offender assessment, learning and training, in terms of, for example:

- developing staff expertise in establishing and maintaining strategic and operational relationships with employers
- developing staff skills to enable employers to overcome barriers about working with offenders
- developing a greater understanding in assessment, learning and training staff of what is meant by employability and employment skills, going beyond broad concepts such as 'soft skills'
- transforming staff understanding into staff skills, in order to develop offenders' employability and employment skills
- developing staff skills to help offenders overcome barriers to employment
- refining programme content, so that there is a greater focus on vocational learning and on Skills for Life embedded in vocational areas
- developing processes to monitor offenders in workplace contexts

- ensuring that offenders undertaking 14-19 diplomas are able to continue work towards diplomas when in custody and that, for example, they have appropriate workplace experience.

Furthermore, it is not unreasonable to suggest that it may be difficult to find sufficient numbers of employers to work with the offender employment agenda, not least because other sectors, such as schools, are also focusing on increased employer engagement.

6.2.3 Policy reforms in criminal justice

Overview

A range of reforms within the criminal justice system are relevant to the delivery of offender assessment, learning and training.

The National Offender Management Service

NOMS, created in 2004 following the Carter review (Carter, 2003), is a single service which brings together the correctional services (NOMS, 2005). NOMS is responsible for designing services and interventions to reduce reoffending and protect the public. Through NOMS, 'end to end' offender management is being implemented (NOMS, 2006: NOMS, no date). One offender manager has responsibility for an offender, throughout his/her sentence. The Regional Offender Manager (ROM) has a key role in commissioning services. Education, Training and Employment (ETE) is one of the seven pathways within NOMS (NOMS, 2005). There is a national ETE strategy and regional strategies.

Staff working with offender assessment, learning and training need to:

- understand the role of ETE within NOMS
- have an overview of national, regional and local accountabilities for ETE within NOMS
- understand their own role in relation to national, regional and local accountabilities and partnership arrangements.

Diversity

Criminal justice policy and practice place great emphasis on diversity. For example, Thompson (2004, 2006) considers the complexities of anti-discriminatory practices in criminal justice. NPS (undated) gives a limited number of examples of good practice. Harrington (2002), informed by the European Excellence Model (EEM), identifies 10 strands of effective practice in work with minority ethnic offenders on probation supervision. Staff working with offender assessment, learning and training should understand how

inclusive learning (OLASS, 2004, 2006) fits within broader diversity policy and practices in criminal justice.

Skills for Justice underlined that there should be a greater focus on diversity in the revised teaching qualifications. Various respondents underlined that diversity issues ought to be part of a core rather than an optional unit. However, it is important to remember that optional units can be mandatory for staff in identified contexts. Diversity in relation to the revised teaching qualifications is discussed in Section 11.3.

6.3 The criminal justice environment

6.3.1 Problem of overcrowding

Overall, the custodial population is increasing. On 30.03.07 there were 80,316 offenders in custody (Campbell and Travis, 2007). It was been argued (for example, by Wheatley, 2006; Owens, 2006; Miller *et al.*, 2006; ALI, 2007) that current overcrowding in prisons creates pressures on the provision of learning and skills. Interviewees described the custodial environment using terms such as 'hostile', 'managing the chaos', and 'turbulent'. Two senior managers underlined that as staff involved at a strategic and operational level in assessment, learning and training cannot change the current turbulence in prisons, they need to manage learning and skills within the context of disruption. At the expert seminar, one participant went further, questioning whether, given current issues in prisons, learning and skills staff have an impossibly difficult job.

6.3.2 Evaluation of OLASS

Halsey *et al.* (2006), in the evaluation of OLASS, emphasise that different partners in OLASS need to spend time understanding each other's cultures, values and organisational processes. Aspects of the language, priorities and practices of the criminal justice environment differ from the language, priorities and practices of professionals involved in learning and skills. Learning and skills practitioners need to understand and work within the criminal justice system, to take offender assessment, learning and training forwards.

6.3.3 Language

Many learning and skills staff comment that the terminology of the criminal justice system is difficult to understand, though little research has been conducted in this area. Existing research on basic skills tutors working with offenders on NPS supervision (Hudson, 2003, 2004) highlighted that educational staff can find terminology of criminal justice (for example, the different stages of the criminal justice process, such as pre-sentence report (PSR), and the use of acronyms) almost like a foreign language. Even where practitioners understood the decontextualised definition of some terms (for

example, 'compliance' and 'responsivity'), practitioners often did not understand their implications within criminal justice.

In this QIA commissioned research, a number of interviewees commented on language barriers between criminal justice and learning and skills, as the following exemplifies:

Even the language. They talk in acronyms, even in a governor's meeting... Things you try to pick up ad hoc as you go along but it would be nice to have that overview in the teacher trainer.

Lack of understanding of terminology has implications for practitioners' management of learning and interactions with criminal justice staff and offenders.

6.3.4 Priorities

The central aim of the criminal justice system is to reduce re-offending. The aim of those involved in learning and skills is to maximise learner progression. Research on basic skills tutors in the NPS found that many tutors lacked an appropriate understanding of the priorities of the criminal justice system. For example, basic skills tutors did not always connect their role with the NPS' central aim of preventing reoffending. This is even though there is evidence that education (for example, Porporino and Robinson, 1992) and, in particular, employment (for example, Lipsey, 1995; Motiuk, 1996; Vennard and Hedderman, 1998; May, 1999) can have a role in preventing re-offending, though relationships between education, employment and reoffending are not straightforward.

6.3.5 Practices

Overview

Respondents in this research highlighted that there is a wide range of practices in the criminal justice system which can militate against learning. This is corroborated by evidence in a review of the leadership and management of learning and skills in custody (ALI, 2007).

Security

Security is a major concern of both custodial and community supervision. The emphasis on security has psychological and practical implications for offender assessment, learning and training.

Sherlock (2006) highlights that the locked prison regime is claustrophobic. This was also underlined by some practitioners in this research:

People live and work here. They are in each others' faces all the time which you don't have in FE. Here tensions can build up very quickly. There are sometimes tensions in class which have built up in the wider environment,

It is a very oppressive environment,

and:

You have to be aware you are in a totally different environment.

One prisoner summed up the locked environment with:

This is an unnatural environment.

Another offender went further in describing the complex implications of the locked environment for offender assessment, learning and training. This prisoner related how, in his view, a teacher was 'out of order' for talking about his girlfriend when:

My pad mate's doing life for murdering his wife. What on the outside would be a normal conversation, in here is completely different.

Some NPS basic skills tutors found the focus on security not readily compatible with creating a learning environment; as one tutor said:

It is a closed, locked system and coming into that environment you are not aware of that ... It's authoritarian and restricting. I was

surprised that my clients were not allowed to wander off ... and that I could not leave them on their own.
(Hudson, 2003)

Existing evidence underlines that it is crucial that practitioners involved in offender assessment, learning and training are aware of and implement security procedures (Bayliss, 2006; Hudson, 2003, 2004). This was corroborated by this research. A range of interviewees underlined that practitioners need to have a good understanding of security and risk issues. Some went further, and underlined that learning and skills practitioners need to have the strength to implement security procedures where necessary and to maintain clear boundaries in their relationships with offenders. For instance, a manager and a teacher working with offenders on NPS supervision, in separate interviews, related how the practitioner had been told by a learner about how the learner had bought presents for his girlfriend and her child. The practitioner subsequently recalled that information about the offender's risk assessment had stated that the offender was not allowed any contact with children. The practitioner followed through security procedures with the offender manager.

In practical terms, a focus on security has implications for learners' access to equipment. A range of practitioners commented that they were unable to conduct sessions as they would in other contexts in the FE sector; as one practitioner said:

In science it's hard to juggle practical work, what work we can do, due to the nature of the group and what's safe. I keep practical work locked in a cupboard, and when they come in I may say, 'No, I'm not going to do that today.' I need to be ready to change my lesson plan to fit the mood. You need to be quick to respond, to be intuitive to sense the mood before it starts.

Some practitioners also stressed the extent to which equipment needed close monitoring:

They will nick things and until it happens to you, you're very naïve. When you are new, it doesn't dawn on you that there is a currency to everything... You have to lock things up you wouldn't dream of locking up on the outside.

Two practitioners commented:

Doors bang shut,

and:

Walls keep people in and people out.

These comments have several implications. First, several practitioners commented on the difficulties created by the locked environment in ensuring that offenders' experience of learning and skills was enriched by input from visitors from outside, including employers. Second, a range of interviewees commented that the locked regime isolated staff from mainstream developments in learning and skills.

Information communications technology

Many issues in relation to ICT are linked to security. Prisoners do not have access to the internet, because of the risk that they might use the internet to commit crimes such as sex offences and fraud. A number of offenders on community sentences are not allowed to access the internet. Staff in prisons tend to be allowed access to a restricted number of sites, such as the BBC website, in limited locations. Some practitioners underlined the issues lack of access to ICT generated for learning and skills:

We don't have access to the internet and most courses now expect access to the internet. It's so frustrating,

We have an interactive whiteboard... It's getting the resources and getting it through security. You're not allowed a CD Rom or a USB stick,

and:

You can't just print work. You have to look at everything they print and IT staff have to search the machines to check what they've saved on them. A lot of time is spent watching them without appearing to be watching them.

WM Enterprise (2007 forthcoming) also highlighted that lack of access to the internet is a barrier to National Vocational Qualification (NVQ) delivery in custody. Halsey *et al.* (2006) underlined that offenders' access to the internet should be improved. Through OLASS, work is under way to improve access to ICT in offender assessment, learning and training.

Movement of offenders across institutions

Offenders can be transferred, often with little or no notice, across custodial institutions and between custody and the community (Bayliss and Hughes, 2007 forthcoming). This poses challenges for maximising continuity and progression in the learning and skills of individual offenders (Newman, 2006; Miller *et al.*, 2006). It also makes developing stable relationships between a practitioner and a group of learners and within a group of learners problematic. It is reported that individual offenders' records, including

individual learning plans (ILPs), are often not transferred with offenders, between custodial institutions and between custody and the community (Halsey *et al.*, 2006; ALI, 2007). This means that many offenders repeat assessments, when they are transferred to different sites within the criminal justice system (Stephenson, 2006). This is demotivating for offenders and also does not use potential learning time effectively. As one practitioner put it:

A big issue for me is when someone is transferred in or out. You can start them on a course but communication between establishments is a big issue. There are huge issues getting someone their work, sending things on – huge. One of the issues you need to be aware of is that you may have someone in your class who has come from another prison and it may take months to get evidence of what they've done. That's frustrating.

WM Enterprise (2007 forthcoming) highlighted that the movement of offenders within the criminal justice system and issues with the transfer of learner information are barriers to learner progression, in relation to NVQs in custody.

Staff working with offender assessment, learning and training need to understand and carry out their roles in:

- completing assessments (the skills check and initial, formative and summative assessment) and ILPs in appropriate detail
- transferring information about learning and skills to relevant records
- where feasible, maximising the transfer of relevant information about offenders between custody and the community and between custodial institutions.

Through OLASS, work is under way, including piloting electronic systems, to improve the transfer of information on learning and skills, between custodial institutions and between custody and the community.

Assessment

The Offender Assessment System (OASys) is the assessment tool for adult offenders, though it is not completed for all adult offenders (see Annex 8 for current exclusion criteria). Asset is used with young people in the youth justice system. Both OASys and Asset assess the risk of re-offending and risk of harm to others (NOMS, no date; YJB, no date). Evidence of some basic ETE needs is recorded in OASys and Asset. It is important that practitioners involved in offender assessment, learning and training understand how to use relevant information from OASys and Asset and how assessments conducted as part of offender learning and training feed into wider offender assessment and sentence planning processes. When working with offenders under 16, practitioners should also understand the relationships between Asset and the

Common Assessment Framework (CAF), developed as part of Every Child Matters (YJB, 2006a).

Movement of offenders within institutions

Within individual prisons, the movement of offenders between the wings and education and training can reduce the amount of time available for teaching and learning. For example, it is not unusual for classes to be cancelled when there are insufficient prison officers to accompany offenders between the wings and education and training or when there is 'lock down', or for prisoners to be brought over late to learning and skills sessions (ALI, 2007). As a range of respondents highlighted, this means that practitioners have to plan flexibly, so that assessment, learning and training can accommodate a range of eventualities.

Session length

At the expert seminar, the ALI underlined that learning and training sessions in custody can be up to three hours long. This creates challenges for planning and delivery, in terms how to use a range of activities to motivate and engage offenders, many of whom have short attention-spans.

Changing profiles: English for Speakers of Other Languages

Some interviewees underlined that the number of English for Speakers of Other Languages (ESOL) offenders is increasing. A respondent from the NPS highlighted her view that these offenders can have different learning needs from first language English speakers. For example, it was reported that some offenders on NPS supervision were highly qualified and had ESOL but not other learning needs. This respondent welcomed the support she was receiving from QIA for addressing ESOL needs. Offenders in one prison commented that having ESOL speakers in the same class as first language English speakers meant that, in their view, ESOL needs became too much of a focus. Overall, whilst ESOL was not the central focus of this study, evidence suggested that not all staff felt equipped to deal with changing ESOL demands.

Interventions of the criminal justice system

Practitioners working with offender assessment, learning and training also should have some understanding of other interventions offenders receive as part of their sentence. Offending behaviour programmes (OBPs) (cognitive skills interventions which aim to reduce re-offending by changing identified attitudes and behaviours. There are general offending behaviour programmes (GOBPs) and specific programmes such as anger management programmes or sex offender programmes) are central to criminal justice interventions. Learning and skills sessions may need to be scheduled around programme

sessions. Furthermore, the literacy levels of OBPs are too high for significant numbers of offenders to benefit fully from them (Davies *et al.*, 2004). OBPs therefore present significant opportunities for embedded Skills for Life, if learning and training staff liaise with relevant programme staff. This is a potentially important area of work for HoLS.

Restorative justice focuses on emotional reparation and on developing the perpetrator's understanding of the impact of the crime on the victim. The victim and perpetrator of a crime are often brought together, as part of a formal, managed process, to facilitate reparation for the crime. Restorative justice is an important strand of youth justice work. However, a number of interviewees working in the youth justice sector underlined that the potential of restorative justice has not been realised in learning and skills, including as a tool in managing behaviours.

6.3.6 Multiple contexts within criminal justice

Within the criminal justice system, there are multiple contexts for offender assessment, learning and training. Different contexts have different implications for the planning and delivery of learning and skills, though ALI (2007) argues that what it describes as 'niche prison populations' are insufficiently planned for in the management and delivery of learning and skills. This section gives examples of the implications of different contexts within the criminal justice system for offender assessment, learning and training.

The context of a community sentence creates different challenges for the effective provision of learning and skills than custody. Offenders on community supervision by the NPS can have a requirement as part of their generic community sentence to attend ETE. They may therefore have low motivation to attend learning and skills. Offenders may choose not to, or forget that they are supposed to, attend learning and skills. If offenders do not attend an appointment which is a requirement of their sentence on two or more occasions, they can be breached (sent back to court). This creates issues for learner progression, as the offender's attendance at learning and skills is likely to be interrupted. An adult prisoner can choose whether or not to attend learning and training. S/he may be motivated to attend, for instance, to get out of his/her cell. However, s/he may suddenly stop attending learning and training if transferred to another prison or suddenly released to the community. This also creates issues for learner progression. In contrast, the OLJ for young offenders under 18 (OLASS, 2006) specifies the number of hours of education, training and personal development activity that young offenders in YOIs (15-17 year olds) should receive (30 hours in 2004/5). Given that many young people in the youth justice system have negative attitudes to and previous experience of education (Newman, 2006), and have attended school irregularly if at all, many lack motivation to improve their

learning and skills. This creates issues for motivating and engaging learners effectively.

Within custodial contexts, different types of prison create different issues for learning and skills. For example, access to potentially dangerous equipment, such as knives, as part of a catering course is likely to be less problematic in a Category D than in a higher security prison. The growing number of offenders on shorter sentences in local prisons carries implications for the planning and delivery of learning (Miller *et al.*, 2006). For instance, Miller *et al.* (2006) underline that, in planning interventions, providers must respond promptly to information about sentence type and length and the geographical area the prisoner will be released into.

Assessment, learning and training in prisons accommodating offenders on remand need to take into account that many offenders will be there only for a short period (Wheatley, 2006) and that many will be preoccupied about their potentially imminent sentence. Working with offenders in a lifer unit entails understanding the potentially complex motivations to learn of offenders on life sentences (Wheatley, 2006). For example, whilst on the one hand learning and training may provide offenders on life sentences with meaningful activity, on the other hand the prospect of a job on release cannot be used as a motivator to engage lifers in learning and training.

There are different implications for the planning and delivery of learning and skills in a female than in a male prison (Walker *et al.*, 2006; Owens, 2006; Stancer, 2006; ALI, 2007). Owens (2006) underlines the importance of focusing on the specific needs of women in prison, in relation to education and training. For example, Owens (2006) argues that, whilst women value education and training more than men, they are less likely to be employment-focused, as accommodation tends to be their first priority upon release. Owens (2006) emphasises the importance of arts-based activities as a way of building women's self-esteem.

ALI (2007) highlights that the specific needs of young adult offenders (offenders aged 18-20) who are in YOIs with young offenders under 18 are not well met. Policy makers (for example, Newman (2006)) and researchers (for example, YJB (2006b) and Stephenson (2006)) underline some of the challenges in maximising the effective delivery of learning and skills for young people in the youth justice system. In addition to the motivational issues highlighted above, there are major systemic and attitudinal barriers to the effective provision of ETE to offenders in the youth justice system, including to those of statutory school age. For instance, schools and colleges can be reluctant to engage promptly, if at all, with young people released from custody. It was stressed that learning and skills staff working with offenders in the youth justice sector need a good knowledge, which is regularly updated, of, for example, the National Curriculum; Special Educational Needs (SEN) procedures; how to link with mainstream education and training over, for

instance, the 14-19 agenda; and other developments relevant to statutory education. This to maximise opportunities to reintegrate into mainstream offenders in the youth justice sector. Through the Every Child Matters agenda, the range of partners with whom learning and skills staff in youth justice have to liaise has increased.

It is also important to take into account that, within a single prison, learning potentially takes place in multiple contexts, from, for example, a classroom to the wings (Bayliss, 2006).

6.4 Offenders

6.4.1 Offenders' profiles

Existing research evidence

Whilst figures vary across studies, considerable research evidence concurs that many offenders have high levels of complex needs (for example, McNeil *et al.*, 2005; Faupel *et al.*, 1998; Hudson, 2003; McMahan *et al.*, 2004; ALI, 2006b; Howard League, 2003, 2002, 2001; HM Prison Service, no date; Talbot, 2007; interviewees in this study). These include a combination of:

- low educational attainment
- poor written and oral communication skills
- poor cognitive skills
- a history of truancy and/or school exclusion
- low motivation to improve their learning and skills
- issues with concentration, including Attention Deficit Hyperactivity Disorder
- learning difficulties and disabilities, including dyslexia
- ESOL needs
- mental health problems, including self-harm and suicidal tendencies
- drug, substance and alcohol misuse
- low self-esteem
- accommodation issues
- a history of unemployment or temporary employment
- disrupted personal relationships
- problems with anger management
- chaotic life styles
- adolescence (youth justice)
- offending behaviour.

Harper *et al.* (2004), in their analysis of OASys data in England and Wales, identified that, on average, those offenders for whom OASys was completed (see Annex 8 for current information about OASys) were assessed as having four criminogenic needs. The table below presents the areas offenders on community supervision and in custody were assessed as having a problem in.

Section of OASys	Percentage of offenders assessed as having a problem	
	Community sentences	Custodial sentences
Offending information*	50%	66%
Accommodation	31%	43%
Education, Training and Employment	53%	53%
Financial management and income	22%	29%
Relationships	36%	42%
Lifestyle and associates	35%	52%
Drug misuse	27%	39%
Alcohol misuse	34%	33%
Emotional well-being	40%	38%
Thinking and behaviour	50%	59%
Attitudes**	21%	32%
No. of criminogenic needs	3.99	4.97
* Offending information includes the current offence and criminal history. ** The percentages with attitudes needs are likely to rise when an amendment is made to the OASys scoring system, effective from early 2005.		

The Social Exclusion Unit report (SEU, 2002) compared prisoners with the general population and concluded that prisoners were:

- 13 times as likely to have been in care as a child
- 13 times as likely to be unemployed
- 10 times as likely to have been a regular truant
- two and a half times as likely to have had a family member convicted of a criminal offence
- six times as likely to have been a young father
- 15 times as likely to be HIV positive
- over 20 times more likely to have been excluded from school.

Previous research has shown that the average educational achievement of offenders is lower than that of the general population (Caddick and Webster, 1998). Evidence presented in the SEU report (SEU, 2002) indicated that 50% of offenders had poor reading skills, 80% had poor writing skills and 67% had poor numeracy skills. Davies *et al.* (2004), in a study of offenders on community supervision, found that 57% of the sample (n = 473) had reading skills below Level 1, and 35% of the sample (n = 455) probably had speaking and listening skills below Level 1. *No One Knows* (Talbot, 2007) highlights that, whilst figures vary across studies, 20-30% of the prison population have learning difficulties and disabilities which affect negatively these offenders' capacity to cope with the criminal justice system. Talbot (2007) underlines that all prison staff therefore need training in learning difficulties and disabilities. The SEU report found that over 70% of those entering prison had a drug misuse problem, though 80% of these offenders had never had contact with

drug treatment services. According to Owens (2005), more people receive treatment for substance misuse and mental health issues and have Skills for Life needs in prisons than in any other institution. Fazal *et al.* (2005) compared the 1,312 male suicides recorded in prison between 1978 and 2003 with the suicide rate for men of comparable age in the general population. They found that men in prison are 5.1 times more likely to kill themselves than men in the general population. Young men between 15 and 17 in custody were 18 times more likely to commit suicide than young men of the same age in the community. Talbot (2007) highlights that 72% of male and 70% female sentenced prisoners suffer from two or more mental health disorders and that, in 2005/06 there were 22,324 incidents of self-harm reported by the Prison Service.

McMahon *et al.* (2004), in a study of 10,000 offenders before sentencing, found that over 51% were unemployed, in comparison with the 5% unemployment rate in 2001, when the study was conducted. There was a significant, positive association between being unemployed and having literacy and numeracy skills below Level 1. The probability of being unemployed was significantly higher for those rated at medium risk of reconviction and much higher for those rated at high risk of reconviction, than for those whose risk of reconviction was rated low. Those judged to misuse drugs or drugs and alcohol were significantly more likely to be unemployed.

Findings from a wide range of studies about offenders' complex profiles were confirmed by participants in this research. Practitioners' comments included:

Tutors in prison need to be aware of drug, alcohol and mental health issues. You're not specifically working on the therapeutic but you have to be aware, otherwise you can't pick up on the signals. Someone who is drug dependent on crack will be very demanding (rest of focus group claps in agreement) and you have to know how to deal with that person,

and:

You need an understanding of where the lads are coming from and what's made them what they are.

Some young people in YOIs expressed their views using more loaded language:

We're not normal,

and:

We're the misfits.

6.4.2 Offenders' attitudes and behaviours

It is reasonable to suggest that aspects of offenders' profiles are reflected in their attitudes and behaviours. Indeed, Bayliss and Hughes (2007 forthcoming) argue that substance misuse, learning difficulties and disabilities (LDD) and mental health issues can lead to behavioural problems among offenders.

Interviewees were asked what aspects of offenders' behaviours could be challenging to manage, within learning and skills. Across interviewees, the following were highlighted:

- physical aggression
- verbal aggression
- inappropriate oral communication
- volatility
- self-harm including suicide
- impulsiveness
- disruptiveness
- manipulative behaviours
- controlling behaviours
- inclination to theft
- a short attention span
- attention seeking behaviours
- barriers about learning and skills
- not having learning and skills as a priority
- low self-esteem
- emotional dependence
- suspicion of authority
- learned helplessness
- vulnerability.

As part of respondent validation at the expert seminar, participants were asked if they disagreed with, or wanted to add anything to, the list above. Delegates agreed with this analysis. Interviewees' comments about offenders' attitudes and behaviours included:

Think of where you're living together and things start kicking off, like the suicide of a prisoner. Last September we had two suicides. They may have been in the next cell, know him. The whole community really felt it like members of a family would feel it. We were briefed on it and how to be extra alert for people who were feeling down and might do the same thing. I feel it was far more of an issue than it would be on the out. A teacher needs to be flexible enough to let the conversation go that way for a short period of time without it getting out of hand.

Young people are very angry, angry they got caught, angry they are here (in a YOI), angry they did the crime, angry with their lives. And the intensity of things here mean that things get magnified,

They have no respect for themselves or for others,

.. things like spitting in the face. A learner threatened to spit at me and I didn't move out of the way,

The doors bang shut on them which means prisoners come in with an attitude you don't get outside in college. It's not exactly institutionalised but little victories mean so much... It doesn't happen outside. You're dealing with all sorts of little details. I had no training. I became aware that these things were happening around me. It's about attitudes and learning how to deal with it.

and:

I look for self-harm. We're trained to do that so I'm very conscious of that. They will sometimes self-harm in class. I had a 17 year-old boy in class cutting himself. I'm trained to ignore it as it's attention seeking. I only act if there's blood and it becomes a health and safety issue but other learners in class won't ignore it. Other boys hate it, are appalled by it... You can see them physically drawing back around the walls as they hate it. They are frightened of things they don't understand.

One practitioner summed up working with young people in a YOI as:

... a culture shock. Outside they talk about music, boyfriends. Here young people talk about gangs, guns and sex. There are no boundaries.

Some prisoners were explicit that working with offenders was not straightforward, as the following comments indicate:

I wouldn't want someone I knew to work in prisons.

I wouldn't want my wife to work in a prison.

I wouldn't want my girlfriend to work in a prison.

6.4.3 Defining challenging profiles, attitudes and behaviours in offender contexts

A cross-sector Ofsted report (Ofsted, 2005) on managing challenging behaviour, based on research and inspection findings from mainstream schools, pupil referral units (PRUs), STCs and colleges, underlined that there is a lack of national definitions of challenging behaviours, except in terms of direct physical and verbal aggression. It may not be unreasonable to suggest that there is probably a particularly intense concentration of potentially confrontational behaviours for practitioners to manage in YOIs, where, as previously highlighted, ETE is compulsory, but where many offenders have low motivation to participate in education and a range of other complex needs, set in the context of adolescence. The evidence above indicates that offenders can manifest a wide range of negative attitudes and behaviours which, whilst not always confrontational, are often challenging for practitioners to manage.

It is a gap in the evidence base that there has been relatively little research on:

- what constitutes challenging attitudes and behaviours in the context of offender assessment, learning and training
- practitioner responses to and management of challenging attitudes and behaviours, as part of offender assessment, learning and training.

One seminar participant underlined that using the term 'behaviour management' within criminal justice could be problematic, as criminal justice practitioners could confuse this with offending behaviour programmes.

6.4.4 Offenders and other learners

Many of the characteristics described above are also shared by other learners in the FE sector, including 14-19 learners. However, there is a concentration of need within the offender population as a whole. Second, individual offenders have very complex, inter-related patterns of need (ALI, 2006b; Talbot, 2007). One interviewee compared the patterning of individual offenders' profiles, attitudes and behaviours to a kaleidoscope, where with one turn, myriads of pieces change their position and pattern. Evidence underlines that, whilst many offenders have needs in common, there are significant variations in offenders' profiles (McNeil *et al.*, 2005; Burnett *et al.*, 2005). This means that approaches and interventions need individually tailoring (Burnett *et al.*, 2005).

Third, offenders in the criminal justice system have been convicted of and are serving a sentence for one or more criminal offence(s). It is likely that having a criminal conviction will impact emotionally upon individuals, potentially contributing to a sense of stigma and reduced self-esteem (Ahmed *et al.*,

2001; Braithwaite, 1989). As argued by, for example, Professor Morgan (for example, Morgan, 2007; Morgan cited in Doward, 18.02.07) sentencing young people to custody has a psychological impact which helps to criminalise many young people. Furthermore, there is considerable risk that a prison sentence can make factors associated with reoffending worse (SEU, 2002). For example, a third of prisoners lose their accommodation while in prison and two thirds of offenders who were in employment before their prison sentence lose their job.

These points emphasise that workforce development which is generic needs careful adaptation to offender contexts.

7. Practitioner skills and workforce development

7.1 Overview of skills on offender assessment, learning and training

The evidence presented in Sections 5-6 therefore underlines that offender assessment, learning and training staff need, appropriate to their role and context within criminal justice, in addition to the factors which contribute to good practice across the FE sector:

- an understanding of:
 - policy on learning and skills and criminal justice, and on criminal justice
 - aspects of the criminal justice environment which impact upon offender assessment, learning and training
 - offenders' profiles, attitudes and behaviours
- skills in managing the implications for practice of the above, to maximise offenders' progress in learning and training.

The points above were affirmed by a range of interview data. Interviewees particularly stressed the importance of skills in managing the environment and offenders, to maximise learner progression.

7.2 Specific skills

Interviewees also highlighted specific skills they considered important in effective offender assessment, learning and training. It is stressed that the specific skills mentioned by interviewees do not constitute a comprehensive list of skills required to work with offender assessment, learning and training.

7.2.1 Pedagogical skills

Motivational skills

One NPS senior manager summed up his view of the skills involved in offender assessment, learning and training:

It's all about the skills of engaging extremely difficult people.

Many interviewees commented on the importance of learning and skills practitioners being good at motivating offenders, in terms of their interpersonal communication skills and the assessment processes, curriculum and pedagogies used.

Sophisticated planning skills

Some interviewees underlined that practitioners working with offender assessment, learning and training need sophisticated planning skills, in order to maximise learner progression in a range of challenging contexts, such as:

- when a group consists of learners with different sentence lengths
- when dealing with learners on remand or on short sentences
- when practitioners have to adapt planning quickly when, for example, prisoners are brought over from the wings late for the start of a session
- in providing an appropriately varied range of session activities, to manage short attention spans.

Teaching and learning in a range of environments

Some interviewees underlined that offender assessment, learning and training staff need skills in delivering learning and skills across a range of contexts, formal and informal. Contexts span, for example, classrooms, workshops, the wings and as part of recreational activities.

Managing the group and the individual

An inspector highlighted the importance of developing practitioners' expertise in managing individuals within a group, in order to maximise learning for the group. The example was given of a lesson start when one individual was attracting attention. The teacher gave the individual a significant amount of attention and, as a consequence, gave the rest of the group less attention than might otherwise have been the case and did not fulfil her professional responsibilities to the group.

One practitioner highlighted issues in managing a group and managing individuals:

You also need to focus on how to manage feedback in a group when the individuals in a group will not work on their own. The difficulties teachers face when it doesn't go according to plan and the distractions of the behaviour of other learners means it's hard to give individual attention and feedback when in a group.. When teachers are working with a group of six and they are all demanding ... teachers need practical training. They need to know how to handle it.

Learning difficulties and disabilities

A number of interviewees underlined that practitioners involved in offender assessment, learning and training need skills in recognising and dealing with a range of LDD, including autism and Aspergers. This is also underlined in *No One Knows* (Talbot, 2007).

7.2.2 Self-management skills

Self-knowledge

Some practitioners underlined the importance of understanding and managing their emotional responses to offenders' profiles, attitudes and behaviours and to working within the criminal justice system, to maximise learner progression.

Managing boundaries

The majority of practitioners emphasised the importance of establishing and maintaining appropriate boundaries in relationships with offenders, to manage learning. Some practitioners highlighted that this involved being understanding without slipping into the role of counsellor and avoiding colluding with offenders.

Personal qualities

Many practitioners specified personal qualities needed by practitioners to work successfully with offender assessment, learning and training. These qualities included:

- good interpersonal skills
- calmness
- resilience
- patience
- being street-wise
- firmness
- confidence

- being thick-skinned
- being able to deal with set-backs
- being a good listener
- flexibility.

It is important to stress that, in the context of offender assessment, learning and training, these personal qualities should not be an end in themselves, but a means to an end: to maximise learning, as the following practitioner comment makes explicit:

Staff need to be more flexible than on the out. It's difficult to teach flexibility. Some teachers just hand out work and expect them to get on with it, but if they've just had bad news they don't want to get on with it. It's fairly important to adjust your lesson plan.

7.3 Prisoners' perceptions

Only a small number of prisoners (15) took part in focus groups and interviews. Their comments must therefore be treated with caution. However, prisoners had some interesting observations about the advice that they would give practitioners working with offender assessment, learning and training. Many observations echoed those of practitioners, such as:

Be good at motivating,

Don't put up with stuff. Deal with it immediately,

Don't be too soft,

Draw the line,

Be wary of people who are too nice,

Make sure (you've) been to anger management beforehand. Keep calm,

Be friendly but do (your) job,

and:

The problem is you are dealing with people who may be right on the edge, so you need to be careful.

Several prisoners, across different focus groups, highlighted that teachers need to be able to deal with 'banter', in terms of being good humoured about 'banter' and avoiding becoming confrontational.

Some comments suggested that offenders can be acute in picking up practitioners' emotions: This is suggested by the following advice:

Don't be too vulnerable. If trainees see you are weak from the beginning, they won't let you build up again. Trainees take advantage of new staff, test them, ask them questions. If they can't answer them or they aren't intelligent, (trainees) will terrorise them,

and:

We can sense fear.

Prisoners also commented on what they thought learning and skills staff needed workforce development on, to work with offenders. Across focus groups, prisoners also tended to highlight understanding of and skills in managing the criminal justice environment and offenders. Comments included:

You have to realise that some prisoners are in for a short time, some for a long time, some don't care, some do care and some have outside issues that may sometimes affect their work here. Some people walk into prison with their eyes shut and then realise ... so much more they've got to deal with here than if they was working outside in a school,

Classes are mixed and some people don't want to bother so there's a clash between those who do want to change and those that are short term. It's frustrating,

It's hard for teachers to understand us. Teachers need to imagine what our life is like and what would they do if their life was put on hold for a year if they were sentenced? Can they empathise?

They need sociology skills as they have no clue about the people they are dealing with, where they come from. Three guys here, we are all from different backgrounds and if you go into education there's even more difference, different backgrounds like trauma from younger age, brought up in children's home, and then you've got normal upbringing, so far apart but could be sat next to each other in class,

Get them (learning and skills staff) on the wing, be a little more interactive with inmates away from the education department so they can see how their life is actually running outside of education and maybe learn a bit more about the individuals before starting to teach them,

and:

They should be aware of how unnatural it is compared with outside.

7.4 Complexity of skills required: one point in time

This section uses one example to show the complexity of skills involved in offender assessment, learning and training.

The young people are brought over 40 minutes late to the literacy session by the officers. When the young people arrive, they are restless. There have been some changes to the group. Some young people have been moved unexpectedly from the YOI and so have left the class. There is a new inmate. (The teacher) is aware that he has not been to school for years, but has not received any further information. This young person looks as though he is feeling prickly. An individual starts to be disruptive, alternating between trying to get his peers to collude with him and directly trying to get the teacher's attention. (Hudson, research log, 2005)

In the example, learning is affected by both the regime and the young people. Because the young people are brought over late from the wings to the literacy session, the teacher is unable to implement her original lesson plan. Their late arrival, the behaviour of one of the students and the arrival of a new student make having a crisp start to the lesson challenging. The disruption to routine may have contributed to the student's disruptive behaviour. Given the lack of information on the new arrival, it is impossible for the practitioner to meet his individual needs. This example illustrates how the practitioner has to make a number of decisions simultaneously, taking into account different aspects of the offender context.

7.5 The need for workforce development

There is evidence from this research and from some of the literature that practitioners can develop sophisticated skills to manage the criminal justice context. For example, evidence from Talking Up Numeracy, a small-scale NRDC Maths4Life pathfinder project, demonstrated that some numeracy practitioners had developed thoughtful strategies to manage offenders. For instance, one teacher explored the importance of knowing when to step back, in managing offenders' frustrations:

Sometimes you have to sort of walk away, ... because I think especially being in the closed situation of being in the prison, they (offenders) will take out their frustrations on you... It is to step back from that and recognise it is nothing personal to do with you and

they've got a problem.... I think sometimes you do have to walk away and give them space to be mad in their own little corner.
(Hudson *et al.*, 2005)

However, evidence presented in Sections 6-7 underlines that delivery of learning and skills in offender contexts is extremely challenging. This is reiterated elsewhere, for example in ALI research focusing on custody (ALI, 2007). Talking Up Numeracy practitioners underlined the potential emotional toll of working with offenders:

When you go home sometimes at the end of the day you feel really bad and low,

and

I was really gutted because I wasn't getting anywhere with him.

In research on NPS basic skills tutors, these tutors tended to be unsurprised by and therefore feel that they could deal with, negative experiences of schooling and low educational attainment (Hudson, 2003, 2004). However, some practitioners highlighted their limited understanding of the potentially complex network of broader issues which impact upon educational experience, as discussed in Section 6. Probably as a result of limited understanding, some tutors over-compensated, underlining offenders' vulnerability, adopting an extremely protective approach to offenders and arguing that offenders were not ready to learn. In the process, these tutors probably limited offenders' potential progress in Skills for Life. Some viewed their function as cathartic, acting almost as a counsellor rather than as an educator.

To characterise these basic skills tutors' responses to working with offenders on NPS supervision, this research developed a typology of explorers, tourists and stay at homes (Hudson, 2003). The explorers relished the challenges of managing offenders and getting to grips with the criminal justice regime, to maximise offender learning. The tourists coped with offenders and the criminal justice system sufficiently to get by, but without the commitment and engagement of the offender group. The stay at homes were those who retreated from the challenges of working with offenders, to the extent that they did not do their job effectively. Whilst it may be the case that the stay at homes may not be suited to work with offenders, it is likely that the tourist group would particularly benefit from workforce development, and that the good practice of the explorer group could be drawn upon in workforce development.

Overall, interviewees in this research underlined the need for and were enthusiastic about workforce development, to equip a range of staff to work effectively with offender assessment, learning and training. Perhaps this is

most succinctly highlighted by one NPS senior manager; when asked if there should be workforce development for staff working in offender assessment, learning and training, he stated:

A huge over-riding yes.

8. Contextualisation to offender settings

8.1 Overview

Given the influences of context upon learning and skills, as discussed in Section 6, it is unsurprising that a range of resources has been contextualised to offender settings. This section outlines these resources. Some examples have scope to be incorporated into workforce development. Others have been designed specifically as workforce development materials.

8.2 Inspection documentation

8.2.1 Contextualised CIF criteria

The ALI contextualised the CIF criteria to custodial establishments (ALI, 2006c). At the time of writing, this was being updated. A version of the CIF criteria contextualised to the NPS was also being developed.

ALI (2006c) includes a glossary of terminology used in custodial establishments. ALI (2006c) states what the criteria for each of the five CIF questions mean in terms of the custodial context. For example, question 2 (How effective are teaching, training and learning?) includes the criterion:

- the evaluation of the suitability and rigour of assessment in planning and monitoring learners' progress.

The evidence which inspectors consider from custodial establishments includes:

whether learners' initial assessment results, records of progress and achievements are systematically and promptly passed to other establishments and agencies.

ALI (2006c) also specifies sources of evidence which could be used in addressing each CIF question and tailors these to the offender context. For example, it is stated that evidence for question 2 could include sentence plans.

Following the merger of ALI into Ofsted, it is likely that these contextualised CIF criteria will be placed on Ofsted's website.

8.2.2 Adult Learning Inspectorate case studies

The ALI developed a small number of case studies of good practice in learning and skills in prisons. These include:

- Storybook Dads in HMP Dartmoor
- fitness testing to improve ICT skills at HMP Ashwell
- a whole organisational approach to education and training at HMP Winchester
- learning support at HMP Garth
- challenging racist attitudes and behaviours at HMYOI Glen Parva.

Following the merger of ALI into Ofsted, these case studies will be placed on either Ofsted's or QIA's website.

8.2.3 The Talisman

The recent edition of the Talisman (ALI, 2006b) focusing on offender learning and skills contains case studies as well as a wide range of articles, spanning, for instance, the role of the arts in developing employment skills (Mackay, 2006) and progressing from basic skills to Level 2 (Lawson, 2006). These not only reflect good practice in offender learning and training, but also have scope to be used as part of workforce development. The case studies could be developed so that the underpinning staff skills to achieve the positive outcomes are made explicit.

8.2.4 Interactive contextualised guides: *Delivering Skills for Life*

The *Delivering Skills for Life* series contextualises the criteria of the CIF to different settings, including four criminal justice contexts: the NPS (DfES, 2004b), adult prisons (DfES, 2004c), the secure estate for offenders aged 15-17 (DfES, 2004d) and young adult offenders aged 18-20 (DfES, 2004e). These guides:

- specify key aspects of the relevant criminal justice context which Skills for Life practitioners need to be aware of
- specify what each of the CIF questions and criteria means in relation to Skills for Life in each of the four broad criminal justice contexts
- give case studies of good practice for each CIF question, in relation to Skills for Life in the relevant criminal justice context.

QIA has commissioned updated versions of these guides.

8.3 Further case studies

Other case studies of learning and skills in criminal justice have been developed. These include case studies:

- in the OLSU publication, *Getwise*, available through the OLSU's website (<http://www.dfes.gov.uk/offenderlearning>)
- developed by the PLUS Strategy team, about learning and skills in youth justice (PLUS, 2007)
- in a Learning and Skills Development Agency (LSDA) publication on promising practice (Nashashibi *et al.*, 2006).

8.4 Existing workforce development for staff involved in offender learning and training

8.4.1 Offenders Learning and Skills Unit review

The DfES OLSU is co-ordinating a review of the education of school age offenders. At the time of writing, a consultation process on the review was being conducted through the DfES OLSU's website. Four discussion papers, one of which was on workforce development, were on the website. It is important that strategic connections are made between the workforce development strand of the DfES OLSU review and further work on the professional development of staff involved in offender assessment, learning and training.

8.4.2 Adult Learning Inspectorate Provider Development Unit

Until April 2007, the ALI Provider Development Unit (PDU) provided support for prisons which performed poorly in inspection. This support included the ALI spending up to eight to 10 days in an institution:

- working with staff to develop a post-inspection action plan
- doing presentations and workshops for staff
- working with the HoLS
- working directly with teaching and training staff.

Areas covered included the use of ILPs, differentiation, self-assessment, curriculum development and management, pedagogy, systems and documentation.

This service has transferred to QIA.

8.4.3 The revised teaching qualifications

Overview

There are already examples of the revised teaching qualifications delivered in offender contexts.

The Prison Service College's tests and trials of the revised teaching qualifications

The Prison Service College has completed two tests and trials of PTLLS and, in June 2007, will be taking part in the tests and trials of the Level 3 Certificate in Teaching in the Lifelong Learning Sector.

Within the Prison Service Training and Development Group (TDG) there are, the Head of Quality Assurance estimated, about 110-120 full time trainers who train up to 50,000 operational staff. There are also what the Prison Service calls associate tutors; associate tutors deliver training up to about four times a year and are operational the rest of the time. The Head of Quality Assurance highlighted that there are problems with differences between the Prison Service's definition of associate tutor and LLUK's definition of associate teacher.

The full time trainers complete the Prison Service's Level 3 Certificate, accredited by the Chartered Institute of Personnel Development (CIPD). In the first PTLLS pilot, 11 full time trainers did PTLLS alongside their regular work towards the Prison Service Level 3 Certificate. All 11 gained PTLLS. In the second pilot, PTLLS was delivered as a stand-alone course to associate tutors. At the time of writing, the Prison Service was waiting for the results of this. The new Level 3 Certificate will be taken primarily by full time trainers. It will be run in four one week blocks over a three month period.

The Prison Service is considering having PTLLS as the entry requirement for the TDG for both full time trainers and associate tutors. The Head of Quality Assurance considers that PTLLS covers the skills needed by Prison Service trainers and reported that PTLLS had been well received. The Head of Quality Assurance did not think it would be realistic to expect associate tutors to gain the Level 3 Certificate in Teaching in the Lifelong Learning Sector; some associate tutors work short-term in this role, which is only a small part of their Prison Service duties.

The Prison Service has put in place a professional development framework, which aims to maximise career progression for staff. The Head Of Quality Assurance emphasised that a number of staff have done a Certificate in Education, and that it would be feasible for staff to progress from PTLLS to the Level 3 Certificate in Teaching in the Lifelong Learning Sector and then to Level 4, if this were justifiable in terms of career pathways within the Prison Service .

Plans for PTLLS to train offenders as tutors

One initiative is aiming to pilot PTLLS for offenders on community supervision by London Probation Area. It is aimed that PTLLS will provide the first step to

develop offenders as Skills for Life and vocational tutors. It is hoped to run the course during the summer 2007, for 18 learners. It is envisaged that there be one taught three hour session each week and three hours of teaching practice for each learner. The course aims to cover:

- the learning and skills sector
 - QTLS
 - PTLLS
 - OLASS
 - Skills for Life
 - writing, editing and presentational skills
 - motivating learners in an unpredictable environment
 - the learning journey
 - planning, recording, assessing and evaluating learning
 - Skills for Life teaching and learning resources.
- (Hazleton, 2007)

8.4.4 University of Plymouth, Strode College and Life Change UK

The University of Plymouth, Strode College and LifeChange UK designed workforce development for staff working with offender learning and training, as part of a Certificate in Education, PGCE and Master's programme.

Tutoring within HMP Education Departments is one of six modules in the Certificate in Education/ PGCE. There are four core modules and two additional modules. The module on prison education is compulsory for those doing their teaching practice in prisons and optional for other students. It therefore adds a specialism to a generic course. University of Plymouth documentation details that the module covers:

- the historical background and rationale for education within the prison service in relation to government policy
 - individual institutional aspirations and imperatives for education within HM Prisons
 - the nature and composition of the prison population in relation to education provision
 - professional constraints and parameters and the status of educational practice within HM Prisons, nationally and locally
 - curriculum provision, timetabling, educational facilities, professional staffing and support
 - educational needs, concerns, aspirations, progression routes – including resettlement – for individuals
 - the role of education in relation to the responsibilities and duties of HM Prison as custodian of individual prisoners
 - concepts of professionalisation and professionalism in the context of working within a prison.
- (University of Plymouth module record, 2003)

The PGCE/ Certificate in Education module included work developed by Life Change UK on managing attitudinal change. This consisted of units on:

- promoting change and team development
 - self-development
 - the facilitator's role
 - effective communication
 - rapport
 - working with adolescents
 - promoting positive behaviour
 - transactional analysis
 - boundaries.
- (Life Change UK, undated)

The module Training within HMP Education Departments is worth 20 CAT points (Bayliss, 2006). Teaching groups have included civilian staff from classrooms and workshops, prisoners and prison officers (Bayliss and Hughes, 2007 forthcoming).

Participants on the Master's module gained either 30 CATS points at MA level or a Certificate in Advanced Professional Studies (Bayliss and Hughes, 2007). Participants included HoLS, education managers, teachers, prison officers and what Bayliss and Hughes (2007 forthcoming) term 'other suitably qualified professionals'. After completing the module successfully, participants were qualified to teach the Certificate in Education/ PGCE module in prisons.

8.4.5 University of Lancaster's module

The University of Lancaster offers an optional module on perspectives on literacy and learning in the criminal justice sector, as part of its post-graduate programme in adult literacy, numeracy and ESOL. This module covers the following perspectives:

- contemporary
- historical
- international
- social
- personal.

The module lasts for 12 weeks. Learners attend an induction day at the start of the module. Learners meet electronically every two weeks. Learners have to post at least 1,000 words as part of electronic discussion and have to complete a 5,000 word assignment at the end of the module. Some learners develop their dissertation from work covered in this module. Students have included those who work inside and those who work beyond the criminal justice sector.

8.4.6 The Youth Justice Board and professional development

Youth Justice Board's Professional Certificate in Effective Practice

As part of its Human Resources (HR) and Development Strategy, the YJB developed the Professional Certificate in Effective Practice (PCEP) for learning support assistants (LSAs) (YJB, 2003 a,b). The PCEP was validated by Portsmouth University and counted for 40 CATS points. The PCEP for LSAs was at NVQ Level 4. Training materials were developed for participants and for tutors. Training modules cover:

- the relationships between education (including literacy and numeracy skills), employment and offending
- the aims, functions and structures of the youth justice system with specific reference to ETE
- key responsibilities in relation to ETE
- the relationships between Asset (see Section 6.3.5) and the assessment of and provision for a young person's educational needs
- key legislation and partnerships across the Detention and Training Order (where half the sentence is served in custody and half in the community), with a focus on resettlement and barriers to learner progression
- offenders' skills and needs in relation to different types of assessment (initial, diagnostic, formative and summative)
- differentiation
- principles of and roles in learning support
- the implications of learning theories for working with offenders. Learning styles are covered and the work of theorists such as Piaget, Vygotsky, Skinner and Gardner is explored
- offender motivation and the development of ILPs and sentence planning.

A reflective practice approach is taken (see Section 11.6)

Arts practitioners working with young people in the youth justice system undertake the Effective Practice Unit Award (EPUA).

Handbooks on youth justice

There is an accompanying series of handbooks on:

- the youth justice system in England and Wales (YJB, 2004a)
- supporting learning (YJB, 2004b)
- ETE in the community (YJB, 2003c)
- the ETE landscape (YJB, 2004d)
- behaviour and young people (YJB, 2004e)

- literacy, numeracy and ICT (YJB, 2004f).

These handbooks could be updated, to reflect recent policy changes. Much of the information in these handbooks is not only relevant to staff in the youth justice sector, but also could be tailored to learning and skills staff working in the NPS, the adult estate and beyond criminal justice. For example, the handbook on behaviour (YJB, 2004d) includes:

- theoretical approaches
- behavioural barriers to learning
- analysing behaviours
- supporting behavioural changes.

Much of this material could be developed to reflect the needs of a wide range of staff working with challenging behaviours.

Further professional development

On behalf of the YJB, the PLUS Strategy has developed a wide range of workforce development for staff involved in learning and skills with young people in the youth justice system. For example, *In-Service Training for Custodial Settings* (YJB, 2006c) covers all stages of the learning journey and issues which are particularly important in ETE provision for these young people, such as:

- representing educational issues at induction, sentence planning and review meetings
- transition from custody to the community
- attendance and punctuality
- motivation.

This workforce development includes case studies of young people in the youth justice system.

8.4.7 Foundation degrees

Leeds Metropolitan University, in consultation with HMP Leeds and the Prison Service College, has developed two foundation degrees (FdAs) in offender management. These focus on effective offender management to meet the challenges of NOMS. Learning and skills is an important part of NOMS and of these FdAs. These FdAs have been developed in line with:

- the foundation degree framework for the justice sector
- the NOS for justice
- the foundation degree qualification benchmark
- the foundation degree prospectus.

The FdAs include:

- the criminal justice system and legal framework in the UK
- offending behaviour
- self-harm and anger management
- ETE
- prolific offenders
- drug and alcohol misuse
- diversity, human rights and ethics
- resettlement
- interventions.

(Leeds Metropolitan University, 2006)

8.4.8 European Prison Education Association

One interviewee reported that a Grundtvig-supported programme involving a range of countries and the European Prison Education Association (EPEA) (<http://www.epea.org>) is developing an international set of workforce development resources for staff involved in offender assessment, learning and training. This will be available in a range of languages. Resources will be written so that they can be delivered in-house across countries. It is intended that on-line resources will have been developed by September 2007.

8.4.9 Speaking and listening skills

Overview

Section 5.5 highlighted that many offenders have poor speaking and listening skills. Three sets of workforce development materials on speaking and listening are directly relevant to staff working with offender assessment, learning and training.

DfES (2006) Developing speaking and listening skills

These speaking and listening training materials were developed for staff working with offenders. The materials cover different aspects of speaking and listening: questioning and checking understandings, non-verbal communication, group discussions, technical language and active listening. A reflective practice approach (see Section 11.6) is taken. Activities are contextualised to the offender setting reflecting, for example, resettlement needs.

Maths4Life pathfinder report

A Maths4Life pathfinder report (Hudson with others, 2006) takes a reflective practice approach to project findings. One section is on developing practitioners' speaking and listening skills. Whilst relevant to staff across the

learning and skills sector, evidence from Talking Up Numeracy (research on developing the speaking and listening skills of numeracy practitioners working with offenders, discussed in Section 7.5) is used in two sections of the publication.

Improving speaking and listening skills: a practical guide

QIA is publishing practical guidance for developing staff speaking and listening skills. This centres on a reflective practice approach. Whilst relevant to staff across the FE sector, the publication uses evidence from the offender context (QIA *et al.*, 2007 forthcoming).

8.4.10 Core training module for Skills for Life staff

On behalf of the DfES, Tribal Education and Technology developed a core training module for Skills for Life staff new to working with offenders. This covers four main areas: offenders' backgrounds, motivational interviewing, managing risk and the criminal justice system, and includes custodial and community contexts. There are case studies of a young offender, a woman in custody, adult males in custody, a hostel resident and an offender on NPS supervision.

8.4.11 Unit 1 of Level 2 Adult Learner Support

Tribal Education and Technology, commissioned by the DfES Skills for Life Strategy Unit and the DfES OLSU, contextualised to criminal justice Unit 1 of the City and Guilds 9285 Level 2 Adult Learner Support Certificate. The module aimed to develop the awareness of a wide range of staff working in custodial and community contexts of different aspects of Skills for Life and offenders. Again, there are case studies of a range of offenders.

8.4.12 Key Skills Support Programme

The Key Skills Support Programme has developed training on Key Skills in offender contexts. This workforce development has been delivered to Key Skills staff in context, in a prison.

8.4.13 Materials developed at local level

At local level, a considerable amount of material has been developed which aims to equip learning and skills staff to work with offenders. For example, Nottinghamshire Probation Area has developed training on offenders' Skills for Life and other learning needs. This training is used regularly with judges and magistrates, to help inform the sentencing process. Nottinghamshire Probation Area also runs professional development on working with offenders for its partner colleges, whilst the colleges run workforce development on different aspects of teaching and learning for relevant staff in the probation area. As part of their induction, learning and skills staff attend training provided by the probation area on, for instance, risk management and child protection.

8.4.14 Implications of materials specific to offender contexts

The wide range of materials specific to offender contexts which has been developed to date indicates that many organisations, across government departments, the inspectorate, Higher Education (HE), FE, custodial institutions, probation areas, youth justice and commercial organisations recognise the importance of workforce development about different aspects of offender assessment, learning and training. Interestingly, the materials reflect very different approaches to contextualisation, from, on the one hand, using occasional case studies about working with offenders in materials which therefore remain primarily generic, to, on the other hand, more systematic embedding of the offender context in the aspects of learning and skills covered. These differences underline the importance of contextualising systematically the three main sets of factors specific to working with offenders (policy on learning and skills in criminal justice, and on criminal justice; the criminal justice environment; and offenders' profiles, attitudes and behaviours) within the aspects of learning and skills covered, in developing the revised teaching qualifications to meet the needs of offender staff. Furthermore, whilst existing materials cover a range of contexts within offender assessment, learning and training, such as working with young offenders under 18, lifers or in different categories of prison, materials tend not to cover a wide range of contexts systematically. Section 6 underlined the influences upon offender assessment, learning and training of different contexts within criminal justice. Materials developed to date have also tended to focus on offenders in custody. The majority of offenders are, however, on community supervision; approximately 150,000 offenders start a community order and 65,000 are on

licence in a typical year (Hill, 2006), compared with a prison population of 80,316 on March 30th 2007 (Campbell and Travis, 2007).

It is important that, in contextualising the revised teaching qualifications to offender assessment, learning and training staff, careful consideration is given to reflecting systematically the influences of different contexts within criminal justice upon learning and skills, including that of youth justice, and that there is an appropriate balance between custody and the community.

9. Other relevant workforce development

9.1 Overview

There is a wide range of workforce development materials for staff who do not work with offenders, which is relevant to the needs of staff involved in offender assessment, learning and training. This section gives examples of some materials. Aspects of the workforce development materials outlined below could be contextualised to different offender settings.

Section 6.4.3 highlighted the absence of literature on staff working with offender assessment, learning and training and management of a range of challenging profiles, attitudes and behaviours. Section 9 covers some of the behaviour management materials developed for schools. Aspects of these materials have scope to be tailored not only to 14-19 learners, but also potentially to adults in the criminal justice system.

9.2 DfES Behaviour Improvement Programme

As part of the DfES Behaviour Improvement Programme (BIP), the DfES has developed behaviour and attendance training materials (DfES, 2003 b, c), within the Key Stage 3 Strategy (now the Secondary Strategy). These materials are based on a range of publications by Bill Rogers, a behaviour management specialist who focuses on choice and consequence. On the whole, the materials focus on low level disruption, identified in the Elton (1989) and Steer (2005) reports as a major barrier to maximising learning in classrooms. The materials cover:

- how to include students in developing positive behaviour
- creating a positive atmosphere in an institution (using Maslow's hierarchy of need to analyse atmosphere)
- developing a positive behaviour management policy and how individual teachers may support this policy
- the impact of teaching style on student behaviour
- conducting a behaviour audit
- creating solutions to behavioural issues

- developing a training plan to address issues raised in the audit.

The materials include templates and case studies.

As part of the BIP, the DfES also developed guidance on monitoring whole school practice on behaviour and attendance (DfES, 2004f). This guidance draws on a wide range of approaches to developing effective, paper-based and electronic, quantitative and qualitative monitoring systems for behaviour and attendance. Links are made with whole school annual improvement plans. The guidance recognises barriers, such as staff time, to improving behaviour, but also suggests solutions. A range of case studies is used.

9.3 Further behaviour management materials

9.3.1 Overview

In addition to the recently developed government training materials on improving behaviour management, there is a considerable body of work that examines organisational and individual practitioners' approaches to managing behaviour effectively.

9.3.2 Assertive discipline: Canter

These guidance and training materials (Canter, 2002) adopt a behaviourist approach to discipline. They focus on choice and consequence and assertive teaching. Part of Canter's work addresses the most challenging 5% of the school population. There are overlaps here with parts of the offender population. Attitudes and behaviours Canter covers include lack of motivation, poor concentration and negative behaviours to others in a group. Canter sets out clear systems for behaviour management. These include a wide range of strategies for practitioners to use, such as creating a clear classroom code for behaviour, setting out clear positive and negative consequences for behaviours and categorising the most commonly occurring types of challenging behaviour (for example, 'zoning out' and refusing to complete a task). Canter also suggests strategies to address each type of behaviour. Trainers are available to run professional development. There are DVDs and literature for self-study. More information can be found at www.canter.net

9.3.3 Other examples

Canter's approach is championed by Geoff Moss and John Bayley (www.behaviour-learning.com). Moss and Bayley run training seminars and consultancy. *Teaching with Bayley* is one of a wide range of programmes on Teachers TV (www.teachers.tv) which examines effective behaviour management in classroom and school.

Other authors provide self-help guides for teachers, to equip them with practical strategies to address low level disruption. Cowley's (2002) *Getting the Buggers to Behave* and Olsen and Cooper's (2001) *Dealing with Disruptive Behaviour in the Classroom* exemplify this approach.

9.3.4 Emotional health and well being

Emotional literacy is significantly absent from the literature on learning and skills in criminal justice contexts. In contrast, emotional literacy has been increasingly focused on in work on schools. For example, as part of the DfES' behaviour and attendance work, training materials (DfES, 2005 h, i) and a briefing paper (HAD, 2004) have been developed on promoting emotional health and well-being (EHWB) within the healthy schools framework. The materials demonstrate that emotions underpin everything that happens in a school, including all behaviours and attitudes to learning. The materials link emotional health and well being with fulfilment of academic potential, being a responsible citizen, good physical health, stable relationships and positive parenting. The training and guidance are solution-focused and demonstrate the impact of developing social, emotional and behavioural skills (SEBS) upon teaching and learning, behaviour and staff recruitment and retention. There are many case studies, including in schools with significant deprivation and/or ethnic mix. The materials can be used in guided self-study, coaching and whole school professional development. Adopting a structured approach to emotional literacy within learning and skills in criminal justice might help, for instance, staff to maintain clear boundaries in their relationships with offenders and to understand how their own and offenders' emotions influence interactions about teaching and learning.

9.3.5 Conciliation skills: training for frontline staff in the Special Educational Needs sector

Section 8.4.9 indicated that some literature about learning and skills in offender contexts focuses on developing practitioners' speaking and listening skills. There are also valuable examples of work developing practitioners' communication skills, outside the offender sector. For example, Tribal Education and Technology, in partnership with the South East Region Special Educational Needs (SERSEN) partnership and the South Central Region Inclusion Partnership (SCRIP), developed training materials to facilitate effective communication in SEN conciliation (Tribal *et al.*, 2002). This practical publication gives front line workers a wide range of techniques to use to increase effective communication and negotiation, especially in one to one contexts. Techniques include how to use 'pacing' and 'leading' to influence others, 'push and pull' styles of influencing, how to handle objections and how to maintain positive interaction. This could be tailored to workforce development on effective communication with stakeholders in offender assessment, learning and training, from offenders to staff in a range of roles.

10. Issues in workforce development

10.1 Overview

There is a wide range of issues which impacts upon the workforce development of staff involved in offender assessment, learning and training.

10.2 Isolation and lack of awareness of opportunities

It is not unusual for practitioners within the criminal justice system to highlight their professional isolation (Hudson 2003; Hudson *et al.*, 2005; Bayliss and Hughes, 2007 forthcoming), as these practitioner comments underline:

I am professionally lonely,

and:

I feel very lonely as a tutor. There's little opportunity to meet with other tutors and to talk about practice issues.

The LSC has facilitated regular meetings for some staff involved in learning and skills in youth justice, such as HoLS and Special Educational Needs Co-ordinators (SENCOs). ALI (2007), however, has underlined the absence of forums for learning and skills managers working in custody to meet to share problems, ideas and innovative developments. From April 2007, QIA has had responsibility for commissioning network meetings of Heads of Learning and Skills (HoLS) and Education Managers to share good practice. It is important to consider the mechanisms which will need to be in place to ensure that these meetings impact upon all staff involved in offender assessment, learning and training. At local level, some mechanisms have been developed to share practice. For example, in Nottinghamshire Probation Area, the weekly ETE team meeting is a forum for sharing problems and developing solutions to issues in learning and skills.

Some interviewees made the point that that it was difficult to be aware of the range of workforce development opportunities available. A wide range of interviewees in this research underlined that their knowledge of the revised teaching qualifications was limited. This is not dissimilar to findings from the evaluation of PTLLS (York Consulting, 2006) which, though positive overall, highlighted that there is confusion about PTLLS, including about its aims and demands, progression within the qualifications framework, accreditation, APL and funding. LLUK is addressing this. In this research, LLUK's input into the expert seminar in March 2007 was a valuable way of developing participants' awareness of workforce reform. Indeed, some interviewees commented explicitly that participating in the research had been helpful in developing their awareness of the revised teaching qualifications.

It is important to ensure that workforce development opportunities are disseminated to all relevant staff. This could help address perceptions of professional isolation.

10.3 Qualification level and experience

Evidence (SfLQI, 2006) suggests that the Skills for Life workforce is unevenly qualified. LLUK (2006c) used Staff Individualised Record (SIR) returns for 2004/05 to analyse the qualifications of full and part-time staff in the FE sector. LLUK (2006c) found that Further Education Institutions (FEIs) had not met the *Success for All* target that 90% of full time teaching staff should be appropriately qualified or enrolled on a course by 2006. However, FEIs had exceeded the target of 60% for part-time teaching staff.

Ofsted asks for data on the staff qualifications as part of its pre-inspection information. However, comprehensive national data have not as yet been gathered on the qualifications and experience of learning and skills staff working with offenders. A range of respondents made the point that these data should be collected and analysed. Anecdotal evidence suggests that a number are not fully qualified and do not have many years of experience of working with offenders. Whilst the mobility of the offender assessment, learning and training workforce would limit the long-term accuracy of data collected, conducting a survey of the numbers, qualifications and experience of staff involved in offender learning and skills could provide important evidence on which to base planning and funding for workforce development.

10.4 Careers in offender assessment, learning and training

10.4.1 Employment terms and conditions

The employment terms and conditions for staff involved in offender assessment, learning and training are, on the whole, worse than those for staff in mainstream FE (Bayliss and Hughes, 2007 forthcoming; NATFHE, 2006). Several interviewees highlighted the lack of a national pay scale for offender assessment, learning and training staff. Many staff are part-time, hourly paid and on fixed term contracts. They tend to be paid less than staff working in mainstream and do not have school and college holidays. Some interviewees reported that obtaining paid time and cover for staff to attend workforce development could be problematic in practice. In the view of some interviewees, this was because of the current pressures on prisons and because there are potentially a range of contractual arrangements for learning and skills staff within a single institution or organisation. This can mean that staff who work to different contractors have different arrangements for workforce development. Several interviewees in prisons highlighted that staff employed under one contract would not cover for staff employed under another contract.

Staff on short-term contacts interviewed by Bayliss and Hughes (2007 forthcoming) felt that they were treated as supply teachers but had demands placed on them which were greater than those experienced by mainstream practitioners.

10.4.2 Staff recruitment and retention

ALI (2007) outlines that there are problems with the recruitment and development of specialist tutors and vocational trainers working in custody. WM Enterprise (2007 forthcoming) reports difficulties with the recruitment and retention of staff delivering NVQs in custody. In this research, interviewees across a range of roles pointed to issues with the recruitment and retention of staff working with offender assessment, learning and training. Some highlighted that unfavourable employment terms and conditions are likely to contribute to problems with recruitment and retention, perhaps particularly in subjects where there are staff shortages. For example, Smith (2004) underlined that there is a shortage of appropriately qualified and skilled mathematics teachers across sectors; given issues highlighted above, this shortage is likely to be particularly acute in the offender sector.

Several respondents in youth justice reported that, whilst the YJB had funded the development of the PCEP for LSAs, at NVQ Level 4 (see Section 8.4.6) and professional development for a target of 200 LSAs, some LSAs then moved to other posts, some of which were outside youth justice. In some respects, the benefits gained by the YJB from its investment in the workforce development of its LSAs were therefore short-term. Unless recruitment and retention issues are addressed, the benefits of workforce development for offender assessment, learning and training staff for the quality of learning and skills delivered are likely not to be maximised.

10.4.3 Career progression

A range of respondents reported that there is an absence of clear career progression routes within offender assessment, learning and training, and that this is unhelpful for staff recruitment and retention. Some interviewees also highlighted that, in their view, career progression routes should be flexible, with clear links between working in offender assessment, learning and training and with learning and skills in other contexts, in both the pre- and post-compulsory sectors. This would need careful planning and implementing. Given the complexity of skills involved in offender assessment, learning and training, flexible progression routes with clear connections to other sectors should focus on attracting and where appropriate retaining quality staff in the offender sector.

10.4.4 Qualified Teacher Status

Several respondents working in youth justice highlighted that, at present, individuals completing a PGCE to work in the pre-compulsory sector cannot gain Qualified Teacher Status (QTS) through doing their Newly Qualified Teacher (NQT) year in a YOI. Whilst it is feasible to gain QTLS through working in the criminal justice sector, the issue with QTS is likely to deter some individuals from working in the criminal justice sector. One practitioner commented:

A real problem is that teachers can't do QTS here (a YOI)... Prison's not seen as an appropriate setting, but if teachers here are supposed to have professional qualifications why can't they do QTS?

10.4.5 Marketing

In this research, there was little evidence of initiatives to market careers in offender assessment, learning and training. A number of interviewees underlined the importance of marketing more effectively not only the learning and skills needs of offenders, but also careers in offender assessment, learning and training, to, for example, college principals, prison governors and the Association of Colleges (AoC). The HoLS at Leeds Prison has been delivering sessions at HE summer schools about offender education; he reported that these have been valuable in raising awareness about working with offender learning and skills. The work of the HoLS at HMP Leeds could be developed further by, for example, representatives of offender assessment, learning and training inputting into careers and other events at school, FE and HE level, as part of a systematic, nationally co-ordinated approach.

10.5 Workforce development strategies

ALI (2007) underlined that there is no national framework to support the workforce development of staff working with learning and skills in prisons. This research indicated that, overall, there is an absence of workforce development strategies, at national, regional and local level. One inspector made the point that she had not seen a workforce development strategy in inspections of YOIs. The LSC highlighted that, in broad terms, workforce development is included in OLASS contracts, but that the LSC does not monitor in detail the implementation of workforce development, as part of its wider monitoring arrangements for OLASS contracts. It is perhaps unsurprising that some interviewees' responses revealed fragmented and often incoherent approaches to workforce development, across and within institutions and organisations.

10.6 Range of roles

Section 4 listed the roles identified by interviewees in offender assessment, learning and training, in custody and in the community. Four senior managers working at national level commented specifically on the breadth and complexity of these roles:

There is a myriad of roles and they are changing,

What roles are and what they mean varies across institutions,

There is a huge variety of roles involved in the education of offenders,

and:

There is a wide range of roles on the periphery.

Some roles, such as teachers, have learning and skills as their central focus. Others, such as the prison governor and the Head of Resettlement, have offender assessment, learning and training as one of a number of responsibilities, but influence, to varying degrees, strategic decision-making about learning and skills. Some staff are employed through OLASS contracts, some are employed by the Prison Service or the NPS and some are volunteers.

Some participants at the expert seminar stressed that:

- learning and skills should be a whole organisational issue
- there should be a cultural shift in how prison and probation staff view learning and skills
- all staff whose roles impact upon offender assessment, learning and training should receive workforce development on learning and skills
- unless offender assessment, learning and training is valued by all members of the organisation, some offenders will continue to play off different sections of the organisation against one another.

Attempts, made over a number of years, to embed learning and skills training into wider prison and probation service training have not been unproblematic. For example, it was reported that HR staff at the Home Office do not perceive that workforce development on learning and skills is a priority, given that there is a wide range of mandatory training for NPS staff.

Given the range and complexities of roles involved in offender assessment, learning and training, it is important to prioritise which staff should receive workforce development on offender learning and skills in the short, medium

and long-term, at national, regional and local level. Ideally, all staff whose roles in any way impact on offender assessment, learning and training should receive workforce development. However, it is unlikely, given the range of roles involved and competing pressures on the criminal justice system, that this will take place at present. Taking a more targeted approach to which staff should receive workforce development on offender assessment, learning and training will probably be more successful than trying to ensure that all relevant staff receive workforce development.

10.7 Broader issues

Broader issues, such as the current overcrowding in prisons (see Section 6.3.1), the movement of offenders around the system and a range of problems with the leadership and management of learning and skills in prisons (ALI, 2007) impact on the planning and provision of workforce development for staff involved in offender assessment, learning and training.

10.8 Addressing issues related to workforce development

It is underlined that some issues impacting on the workforce development of staff involved in offender assessment, learning and training, such as overcrowding in prisons, are extremely complex and are beyond the scope of this research. It is still, nevertheless, important that the impact of these issues on the workforce development of learning and skills staff is acknowledged at strategic level. Where it is feasible to address issues, it is also important that this takes place at strategic level, to maximise benefits. The OLASS National Executive Group, which has cross-organisational representation at senior level, is the central strategic forum within which to consider issues. In taking this research forward, it is important that findings and recommendations are tailored, where appropriate, for specific strategic and operational audiences.

11. The revised teaching qualifications

11.1 Overview

Section 3 described recent reforms to the teaching qualifications. The revised teaching qualifications offer a range of opportunities for the workforce development of staff involved in offender assessment, learning and training.

11.2 Tests and trials of the revised teaching qualifications

Section 8.4.3 highlighted that the Prison Service College is participating in the tests and trials of the revised teaching qualifications and that there are plans to trial PTLLS with some offenders on NPS supervision. At the expert seminar, the Prison Service College reiterated enthusiasm for and belief in the manageability of PTLLS.

The University of Plymouth, Strode College and Life Change UK are developing a PGCE/ Certificate in Education specific to offender contexts, both custodial and community. This should be mapped to the new Level 5 Diploma. It is planned to introduce this PGCE/ Certificate in Education specific to offender contexts from September 2007. Those developing the programme have stated that they would welcome an opportunity for this programme to be evaluated, if appropriate.

These developments indicate that some organisations and individuals have recognised the potential of the revised teaching qualifications for staff working with offenders.

11.3 Contextualising the revised teaching qualifications

This research underlines the importance of questioning what is meant by contextualising the revised teaching qualifications to staff working with offender assessment, learning and training.

Contextualising the revised teaching qualifications to meet the workforce development needs of offender assessment, learning and training staff could take a number of forms.

- Optional units could be developed for offender contexts, with learning outcomes and assessment criteria which are specific to staff involved in offender assessment, learning and training.
- Providers could contextualise to offender settings existing (see Section 2) or new generic optional units, through programme design and delivery.

- Identified 'optional' units considered key to working with offender assessment, learning and training could be made mandatory for relevant staff.
- Providers could contextualise core units to offender settings, through programme design and delivery.

Section 6 argued that, in addition to the factors contributing to good practice across the FE sector, staff working with offender assessment, learning and training need an understanding of and skills in managing the following three main sets of factors specific to the offender context, to maximise learner progression:

- policy reforms in learning and skills and criminal justice, and in criminal justice
- the criminal justice environment
- offenders' profiles, attitudes and behaviours.

Overall, this research highlights the complexity of good practice in offender assessment, learning and training, in terms of how the three main sets of factors above are inter-related and impact on every stage of the learning journey. As previously indicated, many interviewees highlighted that staff working in offender assessment, learning and training need workforce development in the three areas above. Optional units on the impact of these three sets of factors upon offender assessment, learning and training could be developed, with offender-specific learning outcomes and assessment criteria. Alternatively, if LLUK intends to develop optional units on policy, environment and the learners, for other contexts beyond criminal justice, such as Jobcentre Plus, then these optional units could be generic. They could be contextualised to offender settings by providers, through programme design and delivery.

Some interviewees highlighted the need for workforce development for offender assessment, learning and training staff on:

- a range of LDD, including autism and Aspergers
- mental health
- drug, alcohol and substance misuse
- diversity
- employability
- managing challenging behaviours.

It should be remembered that offenders' profiles, attitudes and behaviours include these specific areas highlighted by practitioners. The extent to and ways in which these areas could be covered adequately within optional units on policy on learning and skills in criminal justice, and on criminal justice; the criminal justice environment; and offenders' profiles, attitudes and behaviours should be examined.

As Section 2 highlighted, generic optional units have been drafted on equality and diversity and employability. Section 6.2 highlighted the emphasis on diversity in criminal justice policy. Section 6.2 also underlined the complexities of focusing on employability and employment in offender contexts. The draft generic optional units on equality and diversity and employability could be contextualised to offender settings by providers, through programme design and delivery.

If it were not feasible to address adequately the skills needed to manage LDD; mental health; drug, alcohol and substance misuse; and challenging behaviours within an optional unit covering offenders' profiles, attitudes and behaviours, then generic optional units covering these areas should be developed. Again, providers could contextualise these units to offender settings, through programme design and delivery.

Some respondents thought that there was scope to address challenging behaviours in a generic optional unit, potentially delivered to groups of staff across a range of sectors. It is probably fair to say that, in part through 14-19 policy developments, a range of practitioners across the FE sector have to deal with more challenging behaviours than was previously the case. If the age for compulsory education is raised, the extent to which practitioners have to deal with challenging behaviours is likely to increase.

However, attempting to address workforce development on offenders' challenging behaviours through a generic optional unit potentially delivered to groups of staff across a range of sectors could prove problematic, as it may not be specific enough. It is important not to underestimate the complexities of what is meant by challenging profiles, attitudes and behaviours in relation to offender assessment, learning and training, as discussed in Section 6.4.3. Furthermore, staff have to manage the combined impact upon assessment, learning and training of challenging profiles, attitudes and behaviours, in conjunction with that of the criminal justice environment, as the example in Section 6 showed.

Section 6.3.6 underlined that there are many contexts (for example, working with lifers, offenders on remand or on short sentences, in youth justice, or in prisons of different categories) within criminal justice. Each context has different implications for assessment, learning and training. In contextualising the revised teaching qualifications to criminal justice, it is important that the nuances of different contexts within criminal justice are addressed systematically.

It is important that there are mechanisms to link the content of optional units on policy on learning and skills in criminal justice, and criminal justice; the criminal justice environment; and offenders' profiles, attitudes and behaviours with the content of core units. This is to maximise the extent to which

workforce development equips offender assessment, learning and training staff to manage contextual issues at every stage of the learner's journey.

11.4 Using expertise

Section 8.4.14 outlines that existing offender-specific workforce development and materials reflect very different approaches to contextualisation, from incidental use of case studies to more systematic use of offender contexts. This research argues that workforce development on learning and skills contextualised to offender settings should reflect systematically the three main sets of factors outlined in Section 11.3 above and covered in detail in Section 6.

Given that tests and trails of the revised teaching qualifications are under way, there is an urgent need to put processes into place which enable providers to draw on existing expertise, beyond their own, in developing and delivering programmes contextualised to offender settings.

Existing expertise includes:

- this research
- existing workforce development specific to offender staff
- existing workforce development which is beyond the context of but relevant to offender assessment, learning and training staff
- organisations and individuals participating in this research.

A seminar for providers developing programmes could be one way of enabling those providers to draw upon existing expertise. It is also important that SVUK's qualification endorsement and monitoring processes are sufficiently detailed to ensure that the design and development of programmes contextualised to offender settings reflect systematically the impact of those settings upon assessment, learning and training.

11.5 Emphasis on theory and practice

The complexities in offender assessment, learning and training point to the importance of ensuring a careful balance between theory and practice in workforce development, so that staff develop suitably detailed understandings, which are then transformed into skills to enable them to work effectively with offenders.

Interviewees suggested a range of ways to focus on the practical, including:

- observation (tutor, mentor, peer)
- team teaching
- micro-teaching

- discussion focusing on solutions to practice-based issues
- shadowing
- role play
- experience of different offender contexts
- a balance between formative and summative assessment of practice
- effective feedback/ reflection loops.

Some seminar participants suggested that there should be a greater emphasis on the practical in the Level 3 qualifications, and an increased emphasis on the theoretical in the higher level qualifications. These points were also made during LLUK's consultation prior to developing the mandatory elements of the new qualifications and have been reflected in LLUK's development of Level 3 and 4 qualifications. PTLLS and the mandatory units include micro-teaching and further teaching practice and are underpinned by reference to practical elements of the new professional standards.

11.6 Reflective practice

Some interviewees underlined the importance of developing practitioners' self-awareness, in relation to offender assessment, learning and training. As highlighted in Section 5.3, the lighter touch inspection regime has increased the emphasis on provider self-evaluation and on providers taking responsibility for quality improvement. Reflective practice (see Hudson with others (2006) for discussion of what reflective practice is) has a potentially important role within self-evaluation and is a way of promoting critical skills, whilst maintaining a focus on practice.

Section 8.4 indicates that reflective practice has been used in a range of workforce development in the FE sector. Reflective practice is emphasised in the new professional standards for teachers, tutors and trainers (LLUK, 2006b).

Reflective practice could play an important role in the workforce development of staff involved in offender assessment, learning and training, in terms of:

- promoting self-evaluation and quality improvement
- enabling practitioners to:
 - understand which of the wide range of policy developments, research findings and developmental activities and materials in education and criminal justice are relevant to their role in offender assessment, learning and training
 - understand how the criminal justice environment and offenders' profiles, attitudes and behaviours impact upon offender assessment, learning and training
 - develop skills to manage the criminal justice environment and a range of challenging profiles, attitudes and behaviours, to

- maximise positive outcomes for offenders in assessment, learning and training
- experiment with new approaches
- evaluate whether to incorporate new approaches they have tried out into their pedagogical repertoire.

11.7 Qualifications and Credit Framework

A range of interviewees underlined the scope of the revised teaching qualifications, in combination with the emerging QCF, to help create clear, flexible career progression routes for offender assessment, learning and training staff. Contextualising generic core and optional units to offender settings, as part of a broader menu of units, could be valuable in maximising flexibility for, for example:

- staff who aim to work in offender assessment, learning and training over their career
- staff who have been working with learning and skills in other sectors, and who have started to work or who wish to work with offenders
- staff who wish to develop their awareness of offender assessment, learning and training, as part of developing their awareness of learning and skills in a range of contexts.

Information about the potential of the revised teaching qualifications and the QCF to create flexible career progression routes needs disseminating systematically to staff involved in offender assessment, learning and training, so that benefits to individuals and to the quality of learning and skills in the offender sector are maximised.

11.8 Associate teacher role

The associate teacher role was outlined in Section 2. Section 4 highlighted the wide range of roles of staff in offender assessment, learning and training and Section 10.6 considered the implications of this range for workforce development. Some seminar participants thought that the associate teacher role could be a useful tool to help to professionalise the wide range of offender assessment, learning and training staff. Some interviewees thought it is important that LLUK, in combination with partners, clarifies which roles in offender assessment, learning and training the associate teacher role is applicable to, and any limits to the associate teacher role. For example, some interviewees questioned whether volunteers working to improve prisoners' reading skills would count as associate teachers. Within criminal justice, a range of roles is involved in different aspects of learning support. Some interviewees therefore stated that it would be helpful if LLUK could clarify distinctions between the NOS for learning support (LLUK, 2007g) and the associate teacher role, in terms of roles in the criminal justice sector.

It was questioned whether the distinction between the associate and full teacher role could increase issues in offender assessment, learning and training; for instance, one interviewee suggested that being classed as an associate teacher might result in some staff refusing to carry out tasks, even in a crisis, which they felt were beyond their role.

11.9 Role of the Institute for Learning

As outlined in Section 2, one of the IfL's responsibilities is to implement a regulatory framework within which it has been proposed that full-time practitioners will have a minimum of 30 hours' CPD a year, whilst part-time practitioners will complete a pro-rata amount of CPD. The IfL stated that it was waiting for clarification from the DfES about the regulatory framework (March 2007). The IfL's role in monitoring CPD and in providing CPD resources through its website could help to professionalise offender assessment, learning and training.

11.10 Quality Improvement Agency

Given QIA's remit for quality improvement across the FE sector, there is considerable scope for QIA to develop materials to support the workforce development of staff involved in offender assessment, learning and training, to help ensure a consistently high quality of workforce development across the sector. For example, QIA could publish guidance materials on good practice in offender assessment, learning and training, to support the workforce development available through the revised teaching qualifications. Section 6 pointed to the lack of evidence on good practice in offender assessment, learning and training; QIA could commission case studies of good practice. QIA's website, with that of the IfL, should be valuable in providing direct access to or signposting relevant materials and workforce development opportunities, and in providing an on line forum for discussion of workforce development issues in offender assessment, learning and training.

11.11 Centres for Excellence in Teacher Training

Section 2 highlighted that CETTs will be operational by September 2007 and that CETTs can be generic or specialist. It is important that offender contexts are reflected in the work of the CETTs. Connecting selected CETTs with those providers who are contextualising core and optional units to offender settings could be one way of maximising the quality of the design and delivery of those units.

11.12 Funding

The new teaching qualifications are supported by the LSC and are eligible for LSC funding. Some practitioners, employed both through and outside OLASS contracts, appeared to be unclear about funding mechanisms for workforce development.

11.13 Youth justice

Section 3 referred to the 14-19 workforce development agenda. LLUK highlighted that optional units on 14-19 will be developed within the revised teaching qualifications. Some youth justice stakeholders thought that it is important to clarify how far the workforce development needs of learning and skills staff in youth justice will be addressed within the 14-19 agenda, and how far within other units of LLUK's revised teaching qualifications.

12. Recommendations

12.1 The revised teaching qualifications

12.1.1 Overall recommendation

- The opportunities the revised teaching qualifications offer to support the workforce development of staff involved in offender assessment, learning and training should be maximised.

12.1.2 Contextualisation

- The following three sets of factors specific to offender contexts should be incorporated systematically into units contextualised to offender settings:
 - policy on learning and skills in criminal justice, and on criminal justice
 - the criminal justice environment
 - offenders' profiles, attitudes and behaviours.
- Contextualised workforce development should focus on how to manage these three sets of factors, to maximise learner progress at every stage of the learning journey.
- It should be ensured that the implications for assessment, learning and training of the range of settings within criminal justice (such as different categories of prison, the NPS and youth justice) are reflected systematically in contextualised workforce development.

12.1.3 Development of the revised teaching qualifications

- Optional units contextualised to offender settings should be developed, at a range of levels, to focus on the three sets of factors specific to offender contexts highlighted above. One possibility could be for optional units to have learning outcomes and assessment criteria specific to offender settings. Alternatively, if LLUK plans to develop optional units on policy, environment and the learners for other contexts beyond criminal justice, such as Jobcentre Plus, then optional units on policy, environment and learners should be generic. These generic optional units should be contextualised by providers, through programme design and delivery.

- It should be assessed whether optional units on offenders' profiles attitudes and behaviours could address adequately the following, highlighted by interviewees as areas for workforce development:
 - LDD
 - mental health
 - drug, alcohol and substance misuse
 - diversity
 - employability
 - managing challenging behaviours.
- The draft generic optional units on equality and diversity and on employability could be contextualised to offender settings, by providers through programme design and delivery.
- If it is not feasible to address in appropriate depth issues such as LDD; mental health; drug, alcohol and substance misuse; and managing challenging behaviours within units on offenders' profiles, attitudes and behaviours, then generic optional units should be developed on these areas. These should be contextualised to offender settings, by providers through programme design and delivery.
- Given the complexities of what is meant by challenging behaviours in offender contexts (see Section 6.4.3), offender assessment, learning and training staff should undertake workforce development on challenging behaviours contextualised to offender settings, in preference to a generic optional unit on challenging behaviours, delivered to cross-sector groups of staff.
- The feasibility of making selected optional units mandatory for assessment, learning and training staff in identified roles should be examined.
- Given the complexities of offender assessment, learning and training, there should be mechanisms to link the content of core and optional units. Connections between core and optional units should help offender staff to focus systematically, throughout workforce development, on developing skills to manage the impact of context upon every aspect of the learner's journey.

12.1.4 Use of expertise

- Existing expertise should be used systematically in the development and delivery of qualifications and programmes contextualised to offender settings. Expertise consists of:

- findings from this research
 - existing workforce development specific to offender staff
 - existing workforce development which is beyond the context of but relevant to offender assessment, learning and training staff
 - the input of organisations and individuals participating in this research.
- Maximising the extent to and ways in which programme design and delivery reflect appropriately aspects of offender contexts should be an urgent priority, given that tests and trials of the revised teaching qualifications are under way.
 - SVUK's qualification endorsement and monitoring processes should be sufficiently detailed to ensure that the development and delivery of units contextualised to offender settings reflect systematically the impact of those contexts upon assessment, learning and training.

12.1.5 Theory and practice

- In contextualising the revised teaching qualifications to offender assessment, learning and training staff, there should be a careful balance between developing relevant theoretical understanding of offender contexts, and developing staff skills to manage context, through practical activities.
- A range of methods should be used to develop practice, including:
 - observation (tutor, mentor, peer)
 - team teaching
 - micro-teaching
 - discussion focusing on solutions to practice-based issues
 - shadowing
 - role play
 - experience of different offender contexts
 - a balance between formative and summative assessment of practice
 - effective feedback/ reflection loops.
- A reflective practice approach should be used, to promote self-evaluation in order to improve practice.

12.1.6 Associate teacher role

- LLUK, with relevant partners, should clarify which of the wide range of roles involved in offender assessment, learning and training, across

custody and the community, fall within the full and associate teacher roles.

- Given that a range of staff, across custody and the community, is involved in different aspects of learning support, LLUK should make explicit what the distinctions between the draft National Occupational Standards for learning support and the associate teacher role mean in terms of staff roles in criminal justice contexts.
- The potential of the associate teacher role to help professionalise the work of a wide range of staff involved in offender assessment, learning and training should be maximised.

12.1.7 Qualifications and Credit Framework

- The potential of the QCF, with the unit and credit based structure of the revised teaching qualifications, should be utilised to develop career progression routes for offender assessment, learning and training staff.

12.1.8 Institute for Learning

- The IfL's remit for workforce development should be utilised as a tool to help professionalise the offender assessment, learning and training workforce.
- Those responsible for the leadership and management of offender assessment, learning and training, at national, regional and local level, should identify how they will implement and monitor the IfL's proposal that full-time staff should receive a minimum of 30 hours' CPD a year, and that part-time staff should receive a pro-rata amount of CPD.

12.1.9 Centres for Excellence in Teacher Training

- Providers contextualising core and optional units to offender settings should be linked to CETTs.

12.1.10 Youth justice workforce

- It should be clarified how far the workforce development needs of learning and skills staff in youth justice will be addressed through LLUK's planned optional units on 14-19, and how far through other units of the revised teaching qualifications.

12.2 Issues impacting upon workforce development

12.2.1 Overall recommendations

- To implement successfully workforce development for staff involved in offender assessment, learning and training, issues which impact upon workforce development should be addressed, where feasible.
- Some issues, such as overcrowding in prisons, are extremely complex and are beyond the scope of this research to address. Nevertheless, their impact upon workforce development for offender staff should be acknowledged, and used to inform discussion of priorities in and decisions about assessment, learning and training in criminal justice, at an appropriately strategic level, particularly by the OLASS National Executive Group.

12.2.2 Workforce development strategies

- Workforce development strategies should be developed, at national, regional and local level, for staff involved in offender assessment, learning and training.
- Workforce development strategies should specify, for example:
 - evidence about the qualifications and experience of relevant staff
 - planning for workforce development based on evidence as above
 - how the IfL's proposal that full-time staff should have access to 30 hours' CPD a year, and that part-time staff should have a pro-rata amount of CPD, will be implemented and monitored
 - funding mechanisms for workforce development
 - mechanisms to ensure that staff are allocated time and paid cover, on a regular basis, for workforce development
 - mechanisms to ensure that there is appropriate consistency in procedures for workforce development, within and across institutions and organisations
 - risk and processes for risk management.
- Given the wide range of roles involved in offender assessment, learning and training, and the scale of issues such as overcrowding in the criminal justice system, workforce development strategies should cover procedures to prioritise groups of staff for workforce development through the revised teaching qualifications. Staff should be targeted through assessment of their needs and of the feasibility of those staff attending workforce development.
- Workforce development strategies should be incorporated into contractual arrangements for offender assessment, learning and training.

- The implementation of workforce development strategies should be monitored, as part of regular contract management processes.

12.2.3 Recruitment and retention

- Issues about the recruitment and retention of staff working with offender assessment, learning and training should be addressed, where feasible. This should include:
 - the development of marketing strategies, to attract potential employees into the workforce
 - improving employment terms and conditions, such as pay scales and holidays
 - developing clear pathways for career progression, within offender assessment, learning and training.
- Access for offender staff to nationally recognised workforce development, through the revised teaching qualifications, should be used as a tool to market careers in offender assessment, learning and training.
- The feasibility of amending regulations so that practitioners can gain QTS status through doing their NQT year in criminal justice contexts should be examined.

12.3 Dissemination

12.3.1 Dissemination about careers in offender assessment, learning and training

- Recommendations about disseminating information about careers in offender assessment, learning and training are specified in Section 12.2.3 above.

12.3.2 Dissemination relating to the revised teaching qualifications

- QIA could hold a seminar in the early summer 2007, for providers developing programmes for offender assessment, learning and training staff. The seminar could provide a mechanism to share expertise about learning and skills in offender contexts, including findings from this research.
- Awareness of the revised teaching qualifications should be developed among staff involved in offender assessment, learning and training.

- This should include developing awareness of the roles and resources of partners such as LLUK, the IfL and QIA, in relation to workforce development.
- QIA should play a lead role in the development of guidance and resources on good practice, to support contextualising the revised teaching qualifications to staff working with offender assessment, learning and training, and to accompany LLUK's planned good practice guides for the new qualifications.
- Funding mechanisms for workforce development through the revised teaching qualifications should be clarified to practitioners involved in offender assessment, learning and training.
- Strategic connections should be made between work to contextualise the revised teaching qualifications to offender settings and the workforce development strand of the DfES OLSU review of the education of school age offenders.

12.3.3 Further mechanisms to develop practice

- QIA should play a lead role in developing mechanisms for staff working with offender assessment, learning and training to share good practice and issues in practice, at national, regional and local level. This should be done in conjunction with key partners, such as partners within OLASS and partners with a remit for CPD, such as the IfL.

12.3.4 Dissemination of research

- In disseminating this research, findings and recommendations should be tailored appropriately for different audiences, at strategic (for example, the OLASS National Executive Group and prison governors) and operational (for example, providers and learning and skills staff) level.
- QIA should consider whether findings from this research should be combined with findings from other relevant QIA research, in dissemination activities with the OLASS National Executive Group.
- Where feasible, research findings on different aspects of offender assessment, learning and training should be placed in the public domain, to promote the development of good practice. QIA's emphasis on web-based resources to promote quality improvement is an important mechanism to facilitate this.

- Research findings should inform workforce development strategies and programmes for staff involved in offender assessment, learning and training.

12.4 Areas for future research

12.4.1 Overall

- The gaps in the evidence base on offender assessment, learning and training should be addressed.

12.4.2 Survey

- A survey should be conducted of staff involved in offender assessment, learning and training. This should include:
 - staff in custody and in the community
 - whether staff are full or part-time
 - number of years' experience in learning and skills
 - number of years' experience in offender assessment, learning and training
 - staff in the full range of roles, from those in leadership and management roles to volunteers.

12.4.3 Qualitative research

- Case studies of good practice in offender assessment, learning and training should be developed and should be used in workforce development.
- Detailed qualitative research, including direct observations of practice, should be conducted on the extent to and ways in which staff involved in offender assessment, learning and training incorporate into their planning, practice and reflection on practice, relevant aspects of the criminal justice context.

12.4.4 Pathfinders for the revised teaching qualifications

- There should be pathfinder projects to test and trial the implementation of the revised teaching qualifications for staff involved in offender assessment, learning and training.

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Annex 1. Members of the advisory group

Name	Organisation
Emma Gosling	QIA
Liz Hall	LLUK
Caroline Hudson	Real Educational Research
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Chetna Patel	QIA
David Tickle	QIA
Liz Walters	QIA
Linda Wilson	QIA (Chair)

Annex 2. Grid: findings from research literature and practice documentation relevant to contextualising teaching qualifications to the needs of staff working with offender learning and skills

Please expand, collapse and add to rows as appropriate.

	Title of text (full reference and page refs. where relevant)
Type of text (research, policy, practice, other (please specify))	
Source of text: England/ rest of UK/ international (please specify where)	
Theoretical approach where relevant (e.g. behaviourist, psychoanalytical)	
Offender characteristics covered (e.g. lack of motivation, drug and substance misuse)	
Staff skills and strategies (e.g. management of challenging behaviours), including e.g.s of good practice	
Workforce development, including e.g.s of good practice	
Further points	

Please continue table as appropriate.

Example 1 of a completed grid

Grid: findings from research literature and practice documentation relevant to contextualising teaching qualifications to the needs of staff working with offender learning and skills

Please expand, collapse and add to rows as appropriate.

	<p>Title of text (full reference and page refs. where relevant)</p> <p>Managing Challenging Behaviour – Ofsted (2005)</p>
Type of text (research, policy, practice, other (please specify))	Ofsted report based on inspection findings from early years, mainstream, special schools, PRUs, secure training centres, colleges and research commissioned from B'ham university.
Source of text: England/ rest of UK/ international (please specify where)	England
Theoretical approach where relevant (e.g. behaviourist, psychoanalytical)	Problem of lack of national definitions of challenging behaviour, except direct physical and verbal aggression.
Offender characteristics covered (e.g. lack of motivation, drug and substance misuse)	<p>Main findings:</p> <ul style="list-style-type: none"> • Most settings are successful at creating environments in which learners feel safe, valued and cared for. • Extreme acts of violence very rare/issue of low level disruption. • Recognition from YJB report of likely factors in causing youth offending (p7). • Impact of SEN on poor behaviour recognised and high proportion of SEN in secure training. • Numbers of offenders on medication in STCs. • Importance of small groups and being known as an individual helps overcome negative previous experiences.
Aspect of criminal justice regime covered (e.g. churn (movement of offenders around system), multiple assessments, values, language and practices of criminal justice system, how to liaise with criminal justice staff over assessment, learning and training etc)	<p>Main findings:</p> <ul style="list-style-type: none"> • Better tracking systems for academic and social development and better use of this info.. • Improve quality of teaching and curriculum with a focus on literacy/communication skills for most difficult.

	<ul style="list-style-type: none"> • Better links between services and joint training needed. • Need for a welcoming environment. • Multi-agency working seen as problematic in STCs as offenders often coming from a wide area. Esp. issues of working with CAMHS.
Staff skills and strategies (e.g. management of challenging behaviours), including e.g.s of good practice	<p>Main findings:</p> <ul style="list-style-type: none"> • Importance of strong lead by senior managers. • Vital importance of engaging teaching. Offender voice in STCs commented on over reliance on use of ICT-prefer lessons that start with teacher explanation. • Strong pastoral support. • Effective rewards and recognition of achievement (star of the day). • Involvement of parents is acknowledged as difficult in STCs.
Workforce development, including e.g.s of good practice	<p>Good induction at a STC e.g. cited of 9 week induction, working alongside permanent staff.</p>
Issues in workforce development	<p>Main findings:</p> <ul style="list-style-type: none"> • More systematic training needed for all in behaviour management and child and adolescent development (including induction training esp. if high staff turnover). • Greater consistency in expectations and application of systems. • Joint training across services.
Further points	

Please continue table as appropriate.

Example 2 of a completed grid

Grid: findings from research literature and practice documentation relevant to contextualising teaching qualifications to the needs of staff working with offender learning and skills

Please expand, collapse and add to rows as appropriate.

	<p>Title of text (full reference and page refs. where relevant)</p> <p>Professional Certificate in Effective Practice (Learning Support)</p>
Type of text (research, policy, practice, other (please specify))	Practice – tutor handbook for training – 3 modules Module 2 – Assessment and Planning
Source of text: England/ rest of UK/ international (please specify where)	UK – University of Portsmouth – Plus Strategy for YJB (2003).
Theoretical approach where relevant (e.g. behaviourist, psychoanalytical)	No overt approach.
Offender characteristics covered (e.g. lack of motivation, drug and substance misuse)	Examination of offender skills and needs in assessment (p19>) with focus on motivation and ILPs (role play) and sentence planning (p34>).
Aspect of criminal justice regime covered (e.g. churn (movement of offenders around system), multiple assessments, values, language and practices of criminal justice system, how to liaise with criminal justice staff over assessment, learning and training etc)	Issue of assessment process across YOT considered (p16). Good case study (John Harris in appendix 1) to highlight gaps and inconsistencies.
Staff skills and strategies (e.g. management of challenging behaviours), including e.g.s of good practice	Development of understanding of: <ul style="list-style-type: none"> • different types of assessment (initial, formative, summative) • use of ILPs • role of LSA in above in criminal justice context.
Workforce development, including e.g.s of good practice	Reflective practice sheet and suggested use on interviewing a young person and giving constructive feedback with issue of possible reactions of young person as part of process.
Issues in workforce development	Lack of guidance in places.
Further	Section on self-directed learning materials

points	to develop understanding of assessment, ILPs, reflective practice.
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Please continue table as appropriate.

Annex 3. Interviewees and focus group participants

One to one interviews

Name	Organisation
Liz Lawson	Skills for Life Strategy Unit, DfES
Lorraine Powell	Skills for Life Strategy Unit, DfES
Leah Swain	LLUK
Angela Joyce	LLUK
Simon Bellamy	LLUK
Robert Newman	YJB
Ruth Knapton	LSC
David Perrins	LSC
Jill Baker	PLUS Strategy Team
Edward Greatex	OLSU
Stella Butler	Ofsted
Jen Walters	ALI
James Norman	QCA
Andy Morris	QCA
John Vorhaus,	NRDC
Roger Stevens	NOMS
Graham Robb	Education consultant – YJB, DFES
Russ Crooks	Prison Service College
Phil Bayliss	University of Plymouth
Kerry Brimecombe	Strode College
Trevor Philpott	Life Change
Sue Hunter	Skills for Justice
Dominic Roberts	KSSP
Lynn Nyland	KSSP
Debbie Pole	DfES OLSU
Bill Bailey	University of Greenwich
Lee Davies	Institute for Learning
Judi Apiafi	Nottinghamshire Probation Area
Lynda Brotherhood	Nottinghamshire Probation Area
Tricia O'Meara	Lincolnshire Probation Area
James Morris	Lincolnshire Probation Area
Tina Lawton	Tribal Education and Technology
Julie Welch	Tribal Education and Technology
Jenny Martin	Action for Employment/ HMP Rochester
Chris Oldroyd	HoLS, HMP & YOI New Hall
Elaine Pope	HoLS, HMYOI Ashfield
Gillian Lewis	HoLS, HMP Bedford
John Graham	Head of Policy and Professional Practice for Staff Development,

	Prison Service College, Newbold Revel
Julie Welch	Tribal Education and Technology
Mike Jolley	Staffordshire Probation Area
Paul Johnston	HoLS, HMP Gartree
Russ Crooks	Head of Quality Assurance, Prison Service College, Newbold Revel
Sandy Young	HoLS, HMYOI Wetherby
Tina Lawton	Tribal Education and Technology
Anita Wilson	University of Lancaster
Jean Butterworth	Milton Keynes College
Alison Lucas	HoLS, Exeter
Alan Walker	Staff for Success
Linda Gatti	Practitioner
Chris Riley	HoLS, HMP Leeds
Chris Hazleton	Tutor with London Probation Area
Maria Compton	HoLS, HMP Bullingdon
Nigel Austen	London Probation Area

Staff focus groups

Staff	Institution
Jackie Harvey, HoLS Martine Lignon, Head of OLASS at City and Islington College Sue Teller, Deputy Education Manager	HMP Holloway
Steph Hogarth, English teacher Rebecca Albrighton, Life Skills teacher and course team leader Mark Hale, Construction tutor Helen Ball, Maths teacher Maxine Harty, Life Skills and humanities teacher Brian Champion, ICT/Science teacher Wendy Francis, Lead LSA Helena West, English teacher John Russell, Arts course team leader	HMYOI Ashfield

Staff	Institution
Andy Garland, Catering tutor Mark Llewelyn Sharon Degg, SENCO	
Mr. Shields and Mr. Rudd, officer instructors: laundry Principal Officer, Mr. Jarvis	HMP Bullingdon
Maxine Bennett, Education Manager Tracey White, Deputy Education Manager Kim Simkin, Skills for Life Co-Ordinator Linda Birkby, social skills teacher Jane Lambert, ICT teacher	HMP Bullingdon
ICT teacher Vocational team leader/ kitchen NVQ assessor A4E Manager and tutor on Family Man programme Social and life skills tutor	HMP Exeter

Learners' focus groups

Number of learners	Institution
3 learners (male)	HMYOI Ashfield
3 learners (female)	HMP Holloway
1 1 to 1 interview	HMP Bullingdon
3 learners (male)	HMP Bullingdon
5 learners (male)	HMP Exeter

Annex 4. Institutions and probation areas participating in the research

Name of custodial establishment	Characteristics
HMP Bullingdon	Local Category B Category C training prison Adult male (over 21) Significant ESOL population
HMP Exeter	Category B Local prison Adult male and young offenders (18-21)
HMP YOI Ashfield	Juvenile and young offenders Male Privately run prison
HMP Holloway	All categories except A Local prison Female Adults and young offenders Mother and baby unit Largest female establishment Significant ESOL population
HMP Gartree	Category B Adult Male 1 st and 2 nd stage lifers
HMP Bedford	Category B Local prison Adult Male
HMP YOI Wetherby	YOI Male Juvenile Sentenced and unsentenced
HMP New Hall	All categories Female Adults, young offenders and juveniles Mother and baby unit
HMP Rochester	Young offenders Male Sentenced and serving less than four years

The following probation areas also took part in the research: Lincolnshire, Nottinghamshire, Staffordshire and London.

Annex 5. Project briefing paper

Contextualising the revised teaching qualifications to meet the needs of staff working with offenders

The Quality Improvement Agency (QIA) has commissioned research into the revised teacher qualifications and the needs of staff working with offenders.

From September 2007, all new entrants to teaching in publicly funded provision in the further education (FE) sector will be required to complete a new award which will give them threshold status to teach. Those whose main role is teaching/ tutoring/ training will be required to progress to a further qualification, appropriate to role. Lifelong Learning UK (LLUK) is developing a new suite of qualifications based on the Qualifications and Credit Framework (QCF), i.e. credit based with core and optional units at different levels, so that people can build a qualification which meets their needs.

The QIA commissioned research is investigating:

- what skills staff working with offenders need, to deliver successfully learning and training
- the extent to and ways in which skills needed by staff working with offender learning and training are covered by the existing qualifications and related training materials
- examples of good practice in the workforce development of staff involved in offender learning and training
- whether further contextualised materials need to be developed for staff working with offender learning and training.

The research methodology consists of interviews and focus groups with stakeholders in practice, policy and research roles. Interviews will last for up to half an hour and will principally be conducted by telephone, at a time convenient for the interviewee. Focus groups will last for up to 45 minutes. Interviewees and focus group participants will be sent an interview/ focus group schedule beforehand. Interviews and focus groups will be complemented by observation of good practice, in a number of sites. A literature review will also be conducted.

The research is being conducted by Real Educational Research Ltd. If you have further questions about the research, please contact Caroline Hudson, Real Educational Research Ltd. (Carolinehudson59@aol.com or mobile: 07710542522).

Annex 6. Interview schedules

Generic schedule

QIA commissioned research project

Contextualising the revised teaching qualifications to meet the needs of staff working with offender learning and training

Topic areas for interview

Guidance

- At the start of the interview, the interviewer will clarify any relevant points about the QIA commissioned research, beyond those in the project briefing.
- The interview will focus on those areas below where you judge your expertise lies.

Topics

1. Summary of the roles of staff who are involved in offender learning and training in your institution.
2. The skills needed by staff to work successfully with offender learning and training.
3. The extent to which (if at all) and ways in which (if any) the skills needed by staff involved in offender learning and training differ from those required by staff working with other learners in the further education (FE) sector.
4. Examples of good practice in any of the skills needed by staff involved in offender learning and training.
5. The extent to and ways in which the revised teaching qualifications cover the skills needed by staff to work successfully with offender learning and training.
6. The ways in which the revised teaching qualifications might be developed to cover any skills which are needed by staff working with offenders and which are not currently included in the revised teaching qualifications.
7. Examples of good practice in workforce development for staff involved in offender learning and training.

8. Issues in workforce development for staff involved in offender learning and training.
9. Examples of professional development for staff who work outside offender learning and training which would be relevant to the professional development of staff working with offender learning and training (e.g. at school level, programmes to manage challenging behaviour).

Example 1 of the generic interview schedule contextualised to an individual

QIA commissioned research project

Contextualising the revised teaching qualifications to meet the needs of staff working with offender learning and training

Topic areas for interview: David Perrins, LSC

Guidance

- At the start of the interview, I will clarify any relevant points about the QIA commissioned research, beyond those in the project briefing.
- The interview will focus on those areas below which you judge your remit covers.
- All topic areas refer to staff working within OLASS, in custody and in the community.

Topics

1. Workforce planning for staff involved in offender learning and training.
2. The inclusion in OLASS contractual arrangements of the professional development of staff involved in offender learning and training.
3. Funding for the professional development of staff involved in offender learning and training.
4. Data on the qualifications of staff involved in offender learning and training.
5. Monitoring arrangements for the workforce development of staff involved in offender learning and training.
6. The implications of the revised teaching qualifications for the professional development of staff involved in offender learning and training.
7. The extent to and ways in which the revised teaching qualifications cover the skills needed by staff to work successfully with offender learning and training.
8. The ways in which the revised teaching qualifications might be developed to cover any skills which are needed by staff working with offenders and which are not currently included in the revised teaching qualifications.
9. Further points you wish to make.

Example 2 of the generic interview schedule contextualised to an individual

QIA commissioned research project

Contextualising the revised teaching qualifications to meet the needs of staff working with offender learning and training

Topic areas for interview: Stella Butler, Ofsted

Guidance

- At the start of the interview, I will clarify any relevant points about the QIA commissioned research, beyond those in the project briefing.
- The interview will focus on those areas below where you judge your expertise lies.

Topics

1. Summary of the roles of staff who are involved in offender learning and training in young offender institutions.
2. The skills needed by staff to work successfully with offender learning and training in young offender institutions.
3. The extent to which (if at all) and ways in which (if any) the skills needed by staff involved in offender learning and training in young offender institutions differ from those required by staff working with other 14-19 learners.
4. Examples of good practice in any of the staff skills you have highlighted.

5. The extent to and ways in which the revised teaching qualifications cover the skills needed by staff to work successfully with offender learning and training in young offender institutions.
6. The ways in which the revised teaching qualifications might be developed to cover any skills which are needed by staff working with offenders in young offender institutions, and which are not currently included in the revised teaching qualifications.
7. Strengths of strategic planning for the workforce development of staff involved in offender learning and training in young offender institutions.
8. Issues with strategic planning for the workforce development of staff involved in offender learning and training in young offender institutions.
9. Further points you wish to make.

Contextualising the revised teaching qualifications to meet the needs of staff working with offender learning and training

Topic areas for interview: women/men

Topics

1. The prison education classes and workshops you attend at the moment.
2. The prison education classes and workshops you have previously attended as a learner, in this prison.
3. A class/session/ workshop you thought was really good.
4. How you learn best:
 - By listening to the teacher/ trainer?
 - By doing practical activities like cooking?
 - By discussing things with the teacher?
 - By writing things down?
 - By reading?
 - Another way?
5. The best teacher/ trainer you've had in prison.
6. The advice you would give to a teacher or trainer just starting work in a prison.
7. Any experience you have of working in education and training (e.g. helping other women/men to learn to read).

8. The advice would you give a prisoner who was just starting to work in prison education and training.

Annex 7. Expert seminar on March 21st 2007

Participant's name	Organisation
Liz Lawson	Skills for Life Strategy Unit, DfES
Ruth Knapton	LSC
Jill Baker	PLUS Strategy Team
Julie Welch	Tribal Education and Technology
Trevor Philpott	Life Change UK
Theresa Owens	Life Change UK
Elizabeth Hall	LLUK
Robert Newman	YJB
Janet Byatt	Tribal Education and Technology
David White	Ofsted
Dr Anita Wilson	University of Lancaster
Elizabeth Brookfield	Institute for Learning
Russ Crooks	HM Prison Service
Stephen Oliver-Watts	ALI
Dominic Roberts	Key Skills Support Programme
Paul Johnston	Head of Learning and Skills
Lynn Nyland	Key Skills Support Programme
Margaret Simonot	City and Islington College
Jo Jamieson	Real Educational Research
Maxine Bennett	Education Manager, HMP Bullingdon/ Milton Keynes College
Phil Bayliss	University of Plymouth
Matthew Scarff	Qualifications and Curriculum Authority
Kerry Brimecombe	Strode College
Dr Christopher Riley	Head of Learning & Skills
Sue O'Hara	LSC
Liz Walters	QIA
Linda Wilson	QIA
Emma Gosling	QIA
Chetna Patel	QIA
David Tickle	QIA
Caroline Hudson	Real Educational Research

Seminar programme

Objectives for the day

- To share information about QIA's support for Offender Learning
- To share understanding of the new teacher qualifications being developed by LLUK
- To share the initial findings from the research considering how these qualifications might be contextualised to meet the needs of offender learning staff
- To gain your views on the key issues raised
- To gain your views on the draft recommendations for taking the work forward

Time	Title	Presented by
10:45	Tea and Coffee Available	
11:00 - 11:15	Welcome, aims of the days	QIA
11:15 - 11:45	Update on LLUK reforms and opportunity for questions	Liz Hall
11:45 - 12:30	Findings from the research and opportunity for questions	Caroline Hudson
12:30 - 1:00	Lunch	
1:00 - 2:00	Workshop 1 - Research findings and recommendations	Caroline Hudson
2:00 - 3:00	Workshop 2 – Contextualising the LLUK qualifications	Liz Hall
3:00 - 3:30	Plenary	QIA
3:30	Close	

Annex 8. Criteria for completion of the Offender Assessment System

Robin Moore, Senior Researcher, Home Office

While OASys is now in general use, it is not required to be used with all offenders. The relevant NPS national standards begin at the pre-sentence report stage. Currently, in all cases in which a report is requested, NPS should, as a minimum, complete the OASys Risk of Harm screening tool. Unless the court directs otherwise, a full OASys assessment should be completed if one or more of the following conditions are met:

- the risk of harm screening shows that a full risk of harm analysis is required
- the OGRS score (% risk reconviction within 2 years) is 41 or over
- the court has adjourned for a full report because of the seriousness of the offence
- the offender is a locally defined 'prolific or other priority offender'.

Post-sentence, a full assessment should be completed in the community for all those cases designated at Offender Management Tier 2 and above, with the exception of those Tier 2 cases in which there is a stand-alone unpaid work requirement. A sentence plan is required in all cases, with a review of the sentence plan required within 16 weeks or at the termination of the sentence.

In the prison establishments, all those offenders serving a custodial sentence of at least 12 months should be assessed.

Annex 9. Glossary of acronyms

Acronym	Clarification
ALI	Adult Learning Inspectorate
APL	Accreditation of Prior Learning
BIP	Behaviour Improvement Programme
CAF	Common Assessment Framework
CAT	Credit Accumulation Transfer
CIF	Common Inspection Framework
CPD	continuing professional development
DfES	Department for Education and Skills
DfES OLSU	Department for Education and Skills Offenders Learning and Skills Unit
EEM	European Excellence Model
EHWB	emotional health and well-being
EPEA	European Prison Education Association
EPUA	Effective Practice Unit Award
ESOL	English for Speakers of Other Languages
ETE	Education, Training and Employment
FdA	foundation degree
FE	further education
FEI	further education institution
GOBP	general offending behaviour programme
HE	higher education
HMPS	Her Majesty's Prison Service
HoLS	Head of Learning and Skills
HR	human resources
IAG	information, advice and guidance
ICT	information communications technology
IfL	Institute for Learning
ILP	individual learning plan
ITT	initial teacher training
LSC	Learning and Skills Council
LLUK	Lifelong Learning UK
LSA	learning support assistant
LSN	Learning and Skills Network
NOMS	National Offender Management Service
NOS	National Occupational Standards
NPS	National Probation Service
NQT	Newly Qualified Teacher
NRDC	National Research and Development Centre for Adult Literacy and Numeracy
NVQ	National Vocational Qualification
OASys	Offender Assessment System

Acronym	Clarification
OBP	offending behaviour programme
Ofsted	Office for Standards in Education
OLASS	Offender Learning and Skills Service
OLJ	Offender Learning Journey
PCEP	Professional Certificate in Effective Practice
PGCE	Post Graduate Certificate in Education
PRU	Pupil Referral Unit
PSR	pre-sentence report
PTLLS	Preparing to Teach in the Lifelong Learning Sector
QCA	Qualification and Curriculum Authority
QCF	Qualifications and Credit Framework
QIA	Quality Improvement Agency
QTLS	Qualified Teacher Learning and Skills
QTS	Qualified Teacher Status
ROM	Regional Offender Manager
SCH	secure children's home
SEBS	social emotional and behavioural skills
SEN	special educational needs
SIR	Staff Individualised Record
STC	secure training centre
TDG	Training and Development Group
YJB	Youth Justice Board
YOI	young offender institution



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