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DEVELOPMENTAL PROGRAMS  
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## DEVELOPMENTAL PROGRAMS FOR PRISONERS : AN OVERVIEW

Brian M. Noad

From 2 to 5 October 1984 a workshop on developmental programs for prisoners was conducted at the Australian Institute of Criminology attended by representatives from A.C.T., New South Wales, Queensland, South Australia, Victoria, Western Australia and one observer from the Riverina College of Advanced Education.

The Director of the Institute, Professor Richard Harding, drew attention to a number of principal issues when opening the workshop. He said that in planning, implementing and evaluating developmental prisoner programs it was necessary to secure the co-operation and support of institutional management. This was because the history of prison programs, not only in Australia but in other countries, has shown some resistance to developmental programs for inmates.

Professor Harding drew the attention of workshop delegates also to the 'industries model' of programs which had as its major objective to provide a level of training which will help inmates compete for employment on release. A second objective was to give inmates self-confidence which would assist their integration into the community.

The workshop program included two days devoted to the presentation of papers which outlined the state of the art of developmental program activities within the State. Coverage included developmental services in the areas of education, vocational training, recreation and industry. The remaining two days were allocated to discussion of agenda items. In addition, a morning was set aside for a visit to the Belconnen Remand Centre and the Institute's facilities.

The meaning of the term 'developmental prisoner programs' was interpreted rather differently through Australia. Some States dealt with prisoner programs as 'any purposeful activity which helps a criminal through another day'; others had looked at a developmental program as 'one which is planned with the objective of bringing about some form of growth in the prisoner'. None the less there was general agreement that the legitimacy for prisoner programs arose from a goal of prison administrations to provide humane confinement and developmental opportunities for prisoners.

The organisation and management of prisoner programs varied throughout Australia. In New South Wales, prisoner programs were administered by a separate division. In Queensland, Tasmania, Western Australia and Victoria, they were administered alongside chaplaincy, psychology, welfare and health as a component of an integrated prison system.

Despite these organisational differences there were similarities between States in both the content and strategies for presenting programs.

First, program content included the major categories of basic education, vocational training, social development, creative expression and recreation. Some States, however, such as South Australia, Victoria and Western Australia included health, chaplaincy and welfare components. Program content at the workshop almost exclusively dealt with offenders who were sentenced to a term of imprisonment.

Second, strategies for delivery of programs, while varying with inmate security ratings, generally included, throughout Australia: correspondence studies, in-gaol classes conducted by teachers employed by Corrective Services Departments or Departments of Technical and Further Education, external attendance programs, in-gaol classes conducted by volunteers and general prisoner activities conducted by recreation officers.

Discussion on the evaluation of effectiveness of prisoner programs achieved no consensus, although it was agreed that some evaluation was crucial and central to their continuance. New South Wales delegates raised the lack of effective procedures for evaluation and follow-up as a significant problem. Generally, however, it was agreed that if Governments, not only in Australia but throughout the world, were to make and continue to make human and physical resources available for prisoner programs, performance indicators needed to be developed. Unfortunately there were no easy solutions to the complexities of formulating measures of effectiveness for prisoner programs.

Relationships between custodial and non-custodial officers concerning programs were a recurring issue. Integrating prisoner programs into existing custodial rosters and procedures might well be the only way for developmental opportunities to be created. This meant involving custodial officers in the planning, implementation and evaluation of prisoner programs. Such participation could reduce the frustration and conflict which program officers face on a day-to-day basis in correctional institutions.

#### REQUESTED AGENDA ITEMS

After each State presented position papers relating to developmental programs for prisoners, a range of items of concern were discussed.



### STATEMENT OF PHILOSOPHY

It was generally agreed that prisons are a microcosm of the outside world, but with their own structure, organisation and rules. In that sense, prisoner programs should be a reflection of mainstream developments in education, vocational training, health, recreation and so forth.

Workshop delegates presented the following range of views on a philosophy of prisoner programs:

1. Prisoner programs should provide developmental opportunities for inmates. These opportunities are at times considered to be soft options, carrots, time killers on the one hand, or, meaningful, purposeful activities and planned exercises on the other.
2. Programs need to concentrate on developing prisoners as 'whole' people where the effects of institutionalisation are reduced.
3. 'Anything that helps a criminal to constructively use another day is worthwhile'.
4. Anything that keeps a prisoner constructively busy is an effective program.

This topic resulted in considerable discussion, but little consensus on how a program could be defined. A continuum of views on what is a prisoner program is outlined below:

1. Prisoner programs are planned, purposeful activities directed toward behavioural change in convicted prisoners and prisoners released under supervision.
2. A prisoner program is any purposeful activity.
3. Programs for prisoners are any planned activities which incorporate an evaluation component.
4. Anything that occurs in a gaol to keep prisoners constructively busy is a program.
5. A program is constructive use of prisoner time.

### PHYSICAL DESIGN OF PRISONS TO ACCOMMODATE PROGRAMS

All States expressed the view that prisoner programs should be considered an integral part of the total prison design. Because prisoner populations are drawn from educationally disadvantaged segments of the community, inmates have negative views of education.

Hence, education needs to be seen as an integral part of the total institution. Not only inmates but custodial officers also should utilise services provided.

Workshop delegates expressed a range of strategies to integrate prisoner programs into the design of prisons. These included:

1. Programs staff working closely with custodial officers to ensure they are an integral part of gaol management.
2. Exploring a variety of uses of the space available within prisons so that a range of learning grouping patterns could be used.
3. Establishing gaol management teams which integrate various branches/divisions working in gaols. This strategy should improve the effectiveness of decision making.
4. Physically locating prisoner programs in the centre of the gaol.
5. Clarifying the questions: What is the prison about? What is the role of the prison officer? How to integrate education into existing prison officers' rosters? What is the cost-effectiveness of programs from a custodial viewpoint?
6. Establishing prison 'master plans' as this brings together all groups working in gaols.

It could be concluded that the overall strategy was to involve custodial officers in program planning, implementation and evaluation so that the services provided would be treated as an integral component of the gaol.

#### INTEGRATION AND CO-ORDINATION OF PRISON PROGRAMS

There was general consensus that prison Superintendents/Governors were taking both a greater interest in, and responsibility for, prisoner programs. Moreover, the oversighting of programs in gaols was generally being effected by a team called a gaol management team or a similar title. The avowed intention of these teams appeared to be: drawing together various interested groups to resolve conflicts over such issues as space, prisoner access and custodial supervision, encouraging the participation of the various branches and divisions of a gaol in the planning, development and implementation of prisoner programs, and creating an awareness of problems being faced in gaols by custodial, psychology, welfare, education, health and other divisions.

At present there seemed to be a lack of awareness by politicians and the general community about the role and function of prisoner programs. Because the community demanded that people are 'taken out of the community and locked up' and that prisoners needed to use their time constructively, increased resources needed to be allocated to prisoner programs. Although the business of prisons is about keeping people in prisons, it is also about forming operational links with a range of government and community agencies to provide resources.

The A.C.T. delegate reported that A.C.T. prisons are in an early stage of development. At the outset it is planned to avoid the split between the roles of custodial officers and developmental programs for prisoners. Attempts are being made to specify duties for posts where that officer also has service duties, for example, a yard post could do welfare duties. This direction would place prisoner programs within a total organisational framework and hence avoid conflict situations.

New South Wales indicated the roles of institutions were changing. The Corporate Plan was providing a direction for prisoner programs within the total framework of prisons. It was noted that at times relationships between custodial and non-custodial divisions were strained. Generally, it emerged from the discussion that non-custodial staff needed to involve custodial officers in prisoner program planning, development and evaluation.

The Queensland delegate reported that a 'Plan for the Year 2000 and Beyond' has been developed. Stage II of this plan was being prepared; it was emerging that prisoner programs were at the centre of prison operations. However, there was a need to market prisoner programs to all staff to ensure that the goals, aims and objectives of the plan could be developed and implemented.

Victoria reported that institutional managers were responsible for prisoner programs. A few general points emerged: Governors were taking greater interest in prisoner programs; a team approach was being developed to integrate prisoner programs into gaol operations; and an overall approach to prisoner programs was developing.

The South Australian delegate reported that if prisoner programs were to be accepted it was necessary for programs staff to sell their role and function. Because prisoner programs kept inmates constructively busy and occupied, gaol administrations were supportive of programs and they were integrated into overall gaol operations.

Dividing prisoner services and custodial created a barrier, reported the Western Australia delegate. Planning needed to be undertaken to ensure participation by both custodial and non-custodial officers. As discussion continued changes were suggested in prison structure and organisation.

A conclusion to be drawn was that advocates of prisoner programs need the support of the Australian Institute of Criminology to get their message across to politicians and the community.

### INNOVATIONS

The Adviser, Vocational Training, New South Wales Department of Corrective Services, described three innovations in New South Wales. The first was an innovation at Bathurst Gaol - the Off-the-Job Centre. This Centre, which started in July, 1984 provided an accelerated training program in fitting and machining, welding, carpentry/joinery, and automotive engineering. The program provided hands-on training. Inmate apprentices, who needed it, received additional instruction in literacy and numeracy skills so that they could become functionally literate.

Response to the Off-the-Job Training Centre by inmate apprentices had been excellent. Inmates participating were aware that if problems arose within the Centre, for example, disruptions, shortage of tools, continuation of the Centre might be threatened. Hence, inmates had developed a sense of pride about the Centre.

One aim of the Centre was to provide inmate apprentices with a level of training which approximated experience in the community. To go towards achieving this aim, the automotive engineering component consisted of overhauling local community vehicles.

The Centre was continually evaluated to ensure its objectives were being achieved. Achievement of aims was both short and long term, for example, attainment of a particular welding skill to enable inmates to compete effectively for employment upon release. The Commonwealth Government provides a subsidy under the Craft Scheme.

The second innovation in the vocational training area was the Long Bay Brickschool Wall Building Project. Pre-apprenticeship inmates at the Long Bay Complex undertook the task of building a wall around the sports field. 'A' category inmates were reclassified to 'C' and paid \$25.00 per week. Although it was anticipated that the wall would take one year to finish, it was completed in five months.

The third innovation was the proposed community access to prison workshops and the Mannus Camp in southern New South Wales. The Adviser noted that investigations were being undertaken for the Tumut College of TAFE to use the Mannus Camp as an Annex. Local community residents would enrol in Department of TAFE courses, using facilities of the Camp, for example, workshops for spray painting, kitchens for cooking.

Discussion on these innovations highlighted: the need to gain the continued support of Superintendents if vocational training in gaols was to be effective; the necessity to ensure adequate provision had been made for security both in terms of teachers and equipment; that it would be essential to integrate vocational training into existing gaol rosters; and to continue to evaluate vocational training in gaols in terms of the overall gaol management plan objectives.

#### STAFFING METHODS

To plan, implement and evaluate prisoner programs within gaols required the co-operation and assistance of custodial officers. In fact it was unanimously agreed that the barriers between custodial and non-custodial staff needed to be lowered in the best interests of providing effective services to inmates.

Considerable discussion revolved around improvements to custodial staffing, which included: the need to upgrade prison officer qualifications (Victoria); insisting on appropriate qualifications for positions (Queensland); allocating additional resources to assist prison officers to upgrade their qualifications (Western Australia); qualifications to assist promotion prospects of prison officers (New South Wales); incentives to widen experiences of prison officers (South Australia); schemes to be established where custodial officers are given financial encouragement to improve their qualifications (Queensland).

It was strongly felt by some workshop delegates that Superintendents needed to adopt a humanistic approach and be able to interpret research. As a result, they would be in a better position to manage their institutions.

In general, the discussion reflected the way programs staff perceived custodial officers. It was concluded that:

1. Custodial officers take a different way of approaching issues from program staff; 'the things education officers see as important, are not of significance to prison officers'. As a consequence, there was a constant struggle with issues in prison programs.

2. Custodial officers were not generally regarded as professional in their approach. This resulted in conflict situations.
3. Custodial officers should use the services provided by programs staff, for example, educational counselling.
4. The quality of working relationships between custodial and non-custodial staff needed improvement where conflict situations are to be resolved.
5. Programs staff needed to give greater thought to planning programs so what they were on about was integrated into prison staffing structures and organisation linkages.

#### INFORMATION NETWORK

New South Wales delegates proposed that an information network should be established among people involved in prisoner programs throughout Australia. Discussions resulted in the following: a programs information network newsletter would be prepared and circulated to all delegates who would then distribute it throughout their branches and divisions.

#### EVALUATION

How prison programs were evaluated was canvassed at length. Strategies to assess effectiveness of programs would need to be examined in terms of the trend towards program budgetting where performance indicators were being established.

Discussion stressed that if further funding was to be obtained for prisoner programs, evidence on their effectiveness, in measurable terms, would need to be provided. Can program effectiveness be measured in terms of reduced suicides - as a function of programs is to assist inmates to adjust to gaol life? These comments raised a concern whether prisoner programs could in fact be evaluated from a product perspective. An alternative would be process evaluation which assessed the value of what was taking place, for example, between teacher, inmate and resources.

In general it was felt that evaluation of prisoner programs should not be an end in itself, but be used for decision making. Consequently, evaluation would become a monitoring mechanism. It was stressed that evaluation devices should be kept simple.

There was overall consensus that evaluation should determine if prisoner programs were catering for inmate needs, should be an integral component in determining program effectiveness and act as a monitoring mechanism. It should also always involve custodial officers.

In the final analysis, was the only measure of success a matter of prisoners working in an education centre on a range of activities and, as a consequence, not killing each other, not being bored, not punching custodial officers and not committing suicide?

### CONCLUSIONS

The position papers, requested agenda items and discussion supported the following conclusions:

1. While there was no consensus throughout Australia of a definition for developmental prisoner programs or agreement on underlying philosophy, there was concurrence that prisoner programs were considered an integral part of effective gaol management. This conclusion was useful for several reasons. First, it confirmed the belief that prisoner programs were an essential component of the humane containment of prisoners. Hence, there was reason to expect that prison administrations and governments would continue to make provision for prisoner programs in the allocation of human and physical resources.

Second, it would seem reasonable to suggest that conflicts between custodial and non-custodial officers might be resolved through participatory gaol management teams, because such a mechanism would provide a forum for discussion of mutual concerns and the resolution of conflicts. These two broad issues lead to more specific inferences:

- (a) non-custodial officers should involve custodial staff in the planning, implementation and evaluation of prisoner programs; and
- (b) in designing prisons, program areas should be in a central location.

This makes for effective use of custodial staff and the integration of education, recreation, library, vocational training, welfare, chaplaincy, psychology and health services.

2. That an information network was formed at the workshop to keep relevant prisoner program staff informed of developments in each State suggests three conclusions. First, each State had very different approaches to the organisation and management of prisoner programs. Indeed, the organisational structures making provision for prisoner programs illustrate the complex set of factors in designing, implementing and evaluating programs. For instance, relationships between custodial and non-custodial staff, and among non-custodial staff themselves, were important considerations in assessing prisoner program effectiveness. Consequently, a sharing of interstate developments should promote an awareness of strategies which assist in the formation of operational links within prisons.

Second, it suggested there was a lack of awareness by politicians and the community generally about the roles and functions of prisoner programs. If this information network tapped into a range of related communication channels then increased awareness about programs within gaols should be one outcome.

Third, it can be concluded that prisoner program staff throughout Australia had previously been working in relative isolation from each other and that the topic had, in the past, not achieved any significant status in national policy or in national forums. A major implication here was that national bodies of education, criminology, recreation, health and psychology should become involved in this dissemination network, resulting in an increasing awareness of prisoner programs at the national level.

3. That the content and delivery strategies for prisoner programs were similar throughout Australia suggested several conclusions. First, it seemed quite clear there may be a need to develop an overall prison adult literacy curriculum. This could be a guide to instruction. While resources for such a task would not be available from various State correctional departments/offices, operational links should be formed so this might be undertaken by Departments of Technical and Further Education, the Curriculum Development Centre, the Adult Migration Education Services or similar bodies.

Second, it can be concluded that teaching resources developed in one State in Basic Education, Social Development, Vocational Training and Recreation should be shared with other States. For instance, if a set of instructional materials had been developed on living skills for a pre-release course, procedures should be devised to exchange this through the information network outlined above.



4. In terms of raising program effectiveness the following principles should undergird development of a prisoner program:
- (a) Evaluation criteria should derive from prisoner program goals. Performance indicators can only be established if goals of a program have been made sufficiently clear;
  - (b) Selection devices which incorporate prior diagnosis should be used when allocating programs to inmates. Adherence to this principle would promote effective resource allocation, facilitate inmates to persist in programs, and thus reduce program drop-out rates;
  - (c) Custodial officers needed to be involved in planning, implementation and evaluation of prisoner programs. Where custodial officers have been consulted, and conflicts discussed and negotiated, more effective program implementation should result; and
  - (d) Prisoner programs officers should see the inmate as a whole person. One might expect, therefore, that emphasis would be placed on learning strategies which lead to a positive self-concept in the inmate.

The foregoing conclusions emerging from this workshop on 'Developmental Programs for Prisoners' were based on one overriding position: developmental opportunities inherent within programs contributed to the humane containment of prisoners. This was because programs promoted prisoner self-respect, created learning situations where inmates could contribute, in a positive way, to society, and reduced the negative effects of prisonisation. A major challenge for program staff was to devise strategies to integrate their activities within gaol organisational structures so that programs would function effectively.



PROGRAMMING FOR PRISONERS

IN NEW SOUTH WALES

Brian Noad and Glenice Hancock  
and Staff of Programmes Division  
Department of Corrective Services  
New South Wales

PREFACE

The development of programs for prisoners in Australia is largely undocumented. Within each State very different approaches are taken and there is little systematic exchange of information. Purposes such programs serve, methods of staffing and of presenting the programs, methods of evaluating inmate needs and program effectiveness vary among and even within States and do not appear to have achieved any significant status in national policy or in national forums.

The purposes of this paper are twofold. Firstly the paper attempts to describe what happens in New South Wales. Secondly it is our hope it will stimulate interest in the formation of an information network amongst people in Australia who are engaged in developing policy for prisoner programs, in implementing developmental programs for prisoners or who are engaged in the study of prison life.

Thus, the paper is offered as a case study out of which specific issues arise and problems are noted. It in no way attempts to present the system described as ideal, nor does it attempt to tease out philosophical, psychological, sociological or economic strands to lend respectability to the operations described or to the decisions that have led to the operations.

## PROGRAMMES DIVISION

### Administrative Location and Organisation

In New South Wales, the Department of Corrective Services carries the total responsibility for the supervision, custody, care and development of adult offenders. A very large part of the Department's operations is devoted to the supervision, care and development of offenders who are on probation or parole. However, this paper deals almost exclusively with offenders who are sentenced to a term of imprisonment.

Thus, the Department itself is divided into a number of administrative units each responsible for some aspect of the total operation. These administrative sub-divisions are clearly depicted in the Department's Organisation Chart (see Appendix I).

The particular administrative unit of concern and interest in this paper is Programmes Division, which, as can be seen from the Organisation Chart, is linked with Custodial Services, Industrial Services and Classification under the direct supervision of the Deputy Chairman of the Commission. This organisational linkage is significant in that it represents an acknowledgement of the need for each of these four major areas of activity (custodial, security, classification and prisoner movement, prison industries and prisoner programs) to be sensitive to each other's operations and requirements and thus to work in an integrated manner.

Within the Division itself, several major program areas are represented each with its own staff allocation and budget provisions. The Division is headed by a Director who, as we have seen, has direct access to the Deputy Chairman. The Director, functionally responsible for all of the Division's activities and services, is accountable for the effective implementation of Commission policy, the proper management of budget allocations, the effective supervision of staff and equipment and for providing advice on policy development and operational problems or changes.

The administrative structure of the Division is illustrated in the Programmes Division Organisation Chart (see Appendix II). Each of the two Assistant Directors has defined areas of responsibility: one for programs related to general education and vocational training; and one for recreational programs and library services (for both prisoners and Departmental staff). In the early part of 1983, the Education/Training section of the Division was regionalised with four Regional Education Officers taking administrative responsibility for staff and programs related to Education/Training in specified gaols. These officers also provide advice on recreational programs and library services in the gaols they supervise, although to this point are not held to account for the effectiveness of the operations in those two areas. Thus, regionalisation within Programmes Division exists

for only part of the Division's operations and has only been effective for 12 months.

The Division's staffing composition is a mixture of custodial officers (Activities and Library Officers) and civilian specialists (Education, Vocational, Administrative, Library staff). It is also a mixture of permanent officers, part-time employees and a small number of secondees.

#### Operational Links

It will be noted from the functions described above, that the range of services for which the Division is responsible is broad and various. It should also be noted that the effectiveness of such services is affected by the degree to which they can be integrated with other services in the Department and the extent to which practical support from specialist agencies outside the Department can be gained.

Within the administrative structure already described, provision has been made to allow for effective integration with other sections of the Department's operations. For instance, it has already been pointed out that the formal links with Custodial Services, Classification and Industrial Services are emphasised in the Department's Organisation Chart. These links are strengthened within the Division's internal organisation.

For instance, the position of Adviser, Classification, whilst formally located within Programmes Division, operates as a joint appointment between this Division and Classification Division. The occupant spends part of his time each week working with the Director of Prisoner Classification and his staff on committees and in administrative tasks associated with the determination of security ratings for prisoners, the development and supervision of general programs to be followed by individual prisoners, and the placement of prisoners in institutions appropriate to their security ratings and to their needs. For the remainder of the week, the Adviser, Classification, works within this Division ensuring that Programmes Division staff is informed of decisions taken by the Classification Committee and Release on License Board and that the educational, vocational and recreational needs of prisoners are being attended to and that they are being accurately represented.

Similarly, the Adviser, Vocational Training, works closely with the Industrial Services Division to ensure that prison industries are providing adequate training opportunities for prisoners enrolled in trade courses related to such industries. The link is formally recognised by having the occupant of this position operating as a regular member of the Management Committee of Prison Industries. This Adviser also works on a continuing basis with senior officers of both Building Services and Custodial Services Divisions, again to ensure that all training opportunities are being tapped and that each Superintendent is

providing work opportunities for prisoners appropriate to their experience, their current training and their post-release plans.

Since December 1983 a Parole Officer, who has specialist experience in working with people who have drug and alcohol addiction problems, has been seconded to the Division to assist staff in meeting the Division's responsibility in providing Drug and Alcohol Education programs in prisons. Acting as co-ordinator, this officer is working with staff from various sections (Programmes, Psychology, Probation and Parole, Welfare, Custodial) to establish multi-disciplinary teams in all goals to attend to effective counselling, treatment and education programs.

In addition to these efforts to integrate the Division's services with other services within the Department, a number of operational links have been established with external agencies. For instance, the Adult Migrant Education Service has applied one full-time position to Programmes Division to enable the upgrading of English-as-a-second language program for prisoners. Initially, this position will persist for 12 months and the teacher who occupies it has already organised advisory services for part-time teachers of E.S.L. in prisons and has established a collection of resource materials for distribution through the Library Services.

The New South Wales Department of Technical and Further Education supports vocational training in the prisons and currently supplies teachers to conduct trade training programs in a number of goals (for details, see Appendix III). Prisoners who enrol in these courses are registered as students in the particular technical college from which the teacher is sent and there is nothing on their enrolment forms or result sheets that indicates their prisoner status. Through the Outreach Programme, the Department of TAFE provides additional support and various short programs to meet specific needs have been made available through this source.

So that prisoners involved in trade training courses will have additional work experience and appropriate recognition for the combination of theory and practice acquired in gaol, advice is sought from the New South Wales Apprenticeship Directorate and from the Commonwealth Department of Employment and Youth Affairs. A significant experiment about to commence at Bathurst Gaol is the establishment of an Off-the-Job Training Workshop.

Applications to the Technical and Further Education Council have been made over recent years by the Division through the New South Wales Department of TAFE. As a result of these applications, grants were made available in 1982 for the development of pre-release (social awareness) programs and in 1983-84 for the development of preparation for employment programs for migrant inmates.

Assistance is made available to Aboriginal prisoners through the Department of Aboriginal and Ethnic Affairs and through the Aboriginal Studies Unit of the Department of Technical and Further Education.

Aboriginal inmates who are enrolled in courses of study (by attendance or by correspondence) are entitled to visiting tutorial assistance provided by the Commonwealth Department of Employment and Youth Affairs. Arrangements for this assistance are made by the Senior Education Officers. In addition to this external assistance, staff of the Division work closely with the Department's Co-ordinator of Aboriginal and Ethnic Affairs in designing programs for both Aboriginal and Migrant inmates.

Throughout the system, many inmates are enrolled in courses of study by correspondence. Institutions which provide these programs include the College of External Studies (New South Wales Department of TAFE), Universities in Queensland, Victoria and Western Australia, the Technical Extension Service (Western Australia) and some private colleges. Voluntary tutorial assistance, for inmates enrolled in university studies by correspondence, is provided by tutors and lecturers from the Universities of New South Wales and Sydney, Macquarie University and Newcastle University.

The New South Wales Department of Health provides support for drug and alcohol education programs by making counsellors available. The Commonwealth Employment Service provides support by enabling counsellors for the disadvantaged to visit gaols when requested. The New South Wales Department of Leisure, Sport and Tourism has just completed a systematic survey of recreational programs and facilities in each of the institutions of the State. These surveys were conducted during a 12 month period and involved officers from both metropolitan and country regions. The same department has been very generous in its advisory support and in conducting workshop sessions for Activities Officers.

At Maitland Gaol, a small group of inmate students, interested in rural studies and pursuing rural courses by correspondence, has been generously assisted with voluntary tutoring by staff from a local agricultural college.

In addition to the formal, ongoing assistance provided by agencies such as those nominated, the Division's work is also greatly enhanced by the spontaneous assistance that comes from time to time from authors, poets, artists and artisans who donate their time to run short workshops or discussion groups. Joint funding by the Department of Corrective Services and the Australia Council has enabled very productive and interesting workshops to be conducted in some gaols (for example, Mural Workshop, Long Bay 1982; Arts and Crafts Workshops for Women at Norma Parker Centre in 1982 and Mulawa in 1983).

Sporting groups and well-known sportsmen also play a most significant role in the development of recreational programs for prisoners. Such assistance takes a variety of forms: sponsorship of special events; coaching; team competition. Community groups such as Jaycees and Toastmasters provide assistance in programs to increase prisoners' confidence and their awareness of social issues and social responsibilities.

### POLICY DETERMINANTS

Having established the location of the Division within the Department and having described the various services for which the Division is responsible, we shall now investigate the formal charters that define the Division's area of operation and legitimise its operations.

#### Legislative Base

The capacity of the New South Wales Department of Corrective Services to provide educational, vocational, recreational and library services for prisoners is initially determined by the Prisons Act and the associated Regulations (1). These documents are not explicit in determining what the Department must provide but rather state what may be provided. (See Appendix IV.)

From this legislation springs the capacity to provide educational and vocational training programs for prisoners, library services, recreational opportunities and a responsibility to give particular attention to young offenders and those with deficiencies in basic literacy and numeracy skills.

#### Report of the Royal Commission into N.S.W. Prisons

The Report of the Royal Commission held into the administration of New South Wales prisons, 1978 (popularly referred to as The Nagle Report) made nineteen recommendations relating to services provided by this Division (2). All these recommendations have now been implemented, although it would be unfair to suggest that all have been completely implemented.

A very important function these recommendations have served is to define further what the Department's responsibility can reasonably be expected to be in terms of provisions for prisoner programs. This refinement in definition has had significant impact on policy determination in recent years. Impetus was given to the systematic development of pre-release programs; to the more appropriate organisation of vocational training; to the drawing on resources of the Adult Migrant Education Service for the provision of programs for migrant prisoners; to the upgrading of prison libraries and study materials; and to a more potent role for the Division in the Department's operations.



In a sense, what the existing legislation lacks in providing a clarity of purpose, the Royal Commission Report goes some distance in providing. However, such public documents alone are not sufficient to determine on-going policy. They, perhaps, provide legitimacy and authority but do not supply either refinement or spontaneity. For these refinements and for spontaneous policy developments, we must look elsewhere.

#### Departmental Corporate Plan

Further legitimacy for and refinement of the Division's services have stemmed from the Corporate Planning process within the Department during the past two years. The formulation of a corporate purpose and the development of corporate goals and programs have provided further definition for this Division's operations. The purpose currently accepted is:

To provide a broad range of community-based and custodial services for the humane management and care of unconvicted persons as required and of referred convicted persons for the minimum effective period, having regard to legislative requirements, community interests and the individual rights and needs of these persons.(3)

Of the four organisational goals expressed in the current Corporate Plan, the one that gives particular authority to this Division is:

To provide services such that all persons not suitable for diversion are contained, cared for, given developmental opportunities and released at the proper time. (4)

#### Population Characteristics

A major influence on policy is of course the nature of the population being served. An analysis of broad population characteristics is therefore required in any description of policy determinants.

In New South Wales, the total population in gaols over recent years, has remained on average at about 3,500. Temporary fluctuations have occurred as a result of the much publicised Release to License Scheme and the extended prison officer strike earlier this year which led to rapid accumulation of remission entitlements for many prisoners. However, despite these fluctuations, the average population remains quite constant.

This population is spread through 21 institutions of varying size and security level. Of the total population only 150 (approximately) are female. There is a higher percentage of under

30 year olds than older prisoners. Migrant inmates represent 12.6 per cent of the total population and Aboriginal inmates 6.3 per cent. Functional illiteracy runs at a level at least three times higher in the prison population than in the general population. Accurate percentages to reflect intellectually handicapped and physically handicapped prisoners are not available and more effort is required in the future to identify and provide services for these categories. Drug related offences account for a large percentage of all sentences and thus drug and alcohol addiction must be accounted for in determining program policy and approaches.

In providing developmental programs for prisoners, we are faced with a confined population presenting as a cross-section of the general adult community but with a skew towards the educationally disadvantaged and drug abusers. It is a community which is predominantly male. Thus, the range of programs offered in each of the major categories (education, vocational training, creative expressions, social awareness, recreation) needs to reflect the range of opportunities available to adults in the general community but with a heavier emphasis on compensatory programs.

#### PURPOSES OF PROGRAMS

##### Maintenance

One of the primary purposes of the programs we offer is to ensure that prisoners at least maintain the basic skills they have acquired prior to entering gaol. In particular, we accept a responsibility to ensure that inmates are provided with opportunities that will minimise the chances of deterioration of literacy, numeracy and employment skills, of physical fitness, and of the capacity to relate to and communicate with other adults.

##### Adjustment

Another important purpose the programs serve is to assist inmates to adjust positively to life in gaol. Being sentenced to a term of imprisonment leads to a complex set of life changes for the person sentenced. Adjustments need to be made along a number of dimensions: adjustment to physical containment; to personal and social dislocation; to reduced areas for decision making; to reduced capacity to offer and receive emotional support; and to reduced resources for operating in these dimensions. Programs to assist inmates to make these adjustments and then to prepare for the adjustment of leaving gaol and returning to freedom are of great importance.

### Development

Beyond the scope of maintenance and adjustment our most important purpose is to assist inmates to move beyond the skills already acquired and to extend their adjustment into development of new skills that will allow for their more efficient and effective functioning. Part of this development is to add on to skills already acquired; part of it is to open new areas which the individual has not explored before; and part is to introduce social reference groups with different standards and values from those with which the prisoner identified prior to incarceration.

### Harmonious and Humane Gaol Management

It is our contention that the inclusion of effective programs in general education, vocational training, creative expression, social awareness and recreation, supported by adequate library resources, leads to better gaol management. While specialist staff are available for running these programs, all officers in each institution, whether uniformed or civilian, have a part to play in the recruitment of participants, the counselling of inmates, the supervision of programs and materials and in making suggestions for changes in focus or approach.

Prisoner programs are a corporate responsibility. By serving the particular purposes of maintenance, adjustment, development and management these programs serve the corporate purpose (previously cited).

### PROGRAM DETAILS

#### Content

Appendices III and V set out the programs available in each of the gaols of the State. As explained earlier in this paper, formal programs are available in the major categories of basic education, vocational training, social development, creative expression and recreation.

#### Methods of Delivery

The methods by which the programs are delivered vary according to the security ratings of the prisoners involved and according to the availability of appropriate teaching resources. Thus the methods employed are as follows:

- . Correspondence studies, particularly for inmates of maximum security institutions and often supported by visiting tutors.
- . In-gaol classes conducted by part-time teachers employed by the Department of Corrective Services, particularly in basic literacy, numeracy and English-as-a-second language.

- . In-gaol classes conducted by specialist teachers provided by the Department of Technical and Further Education, particularly for trade training programs in maximum security institutions and via the Outreach program for short interest courses.
- . External attendance programs are available for inmates who have achieved the lowest security rating and who are approved to attend specific courses of study at Universities, Colleges of Advanced Education and Technical Colleges.
- . In-gaol classes, workshops and discussion groups conducted by volunteers. These are usually of short duration and for very specific purposes.
- . Individualised programs and team events, conducted by permanent staff (either Education Officers or Activities Officers).

#### PROBLEMS

In the development, management and evaluation of these programs a variety of problems quite predictably emerge.

#### Industrial Problems

A recurrent problem which disturbs the continuity of programs and which consequently interrupts inmate interest in and commitment to study, is the closure of gaols during industrial disputes. The severity of the problem is related both to the length of such disputes (for instance, the 35 day dispute earlier this year had devastating effects) and to the frequency (a number of short disputes over a period of some months can be just as disruptive as less frequent, prolonged disputes). In addition to the effect on the inmate participants, such disputes have a demoralising effect on teachers who have no access to their classes. Loss of and damage to equipment and materials during gaol closures add further dimensions to this problem.

#### Negative Attitudes

It is no surprise that the kinds of programs described in this paper receive a negative response from some officers within the Department and from sections of the larger community. The notion that punishment must extend beyond the loss of freedom and that such programs do not fit the purpose of punishment are negative forces to be faced continuously. A jealous resentment is often expressed if people believe prisoners are being provided with opportunities that can be regarded as privileges.

This negativism can hamper operations when officers use subtle methods to prevent prisoners from attending classes or to prevent

teachers from having access. Negative publicity can produce pressures on governments and other policy makers with the result that limitations are placed on existing operations or plans for new programs shelved.

#### Lack of Effective and Reliable Data

Our operations are limited in their effect by the lack of adequate information retrieval systems. With the planned phasing in of a computerised data system over the next couple of years, problems arising from the lack of up-to-date and reliable information about the prisoner population should start to disappear.

A further problem is associated with the lack of effective procedures for evaluation and follow-up. It is impossible for us to make reliable judgements about the effectiveness of our programs because we do not have the research capacity to follow prisoner performance through after courses have been completed. Even if the research capacity were available, it would be difficult to gather post-release data for the obvious reasons associated with protection of privacy.

While other administrative and operational problems emerge from time to time, these three areas appear to us to be the most critical ones.

#### CONCLUSION

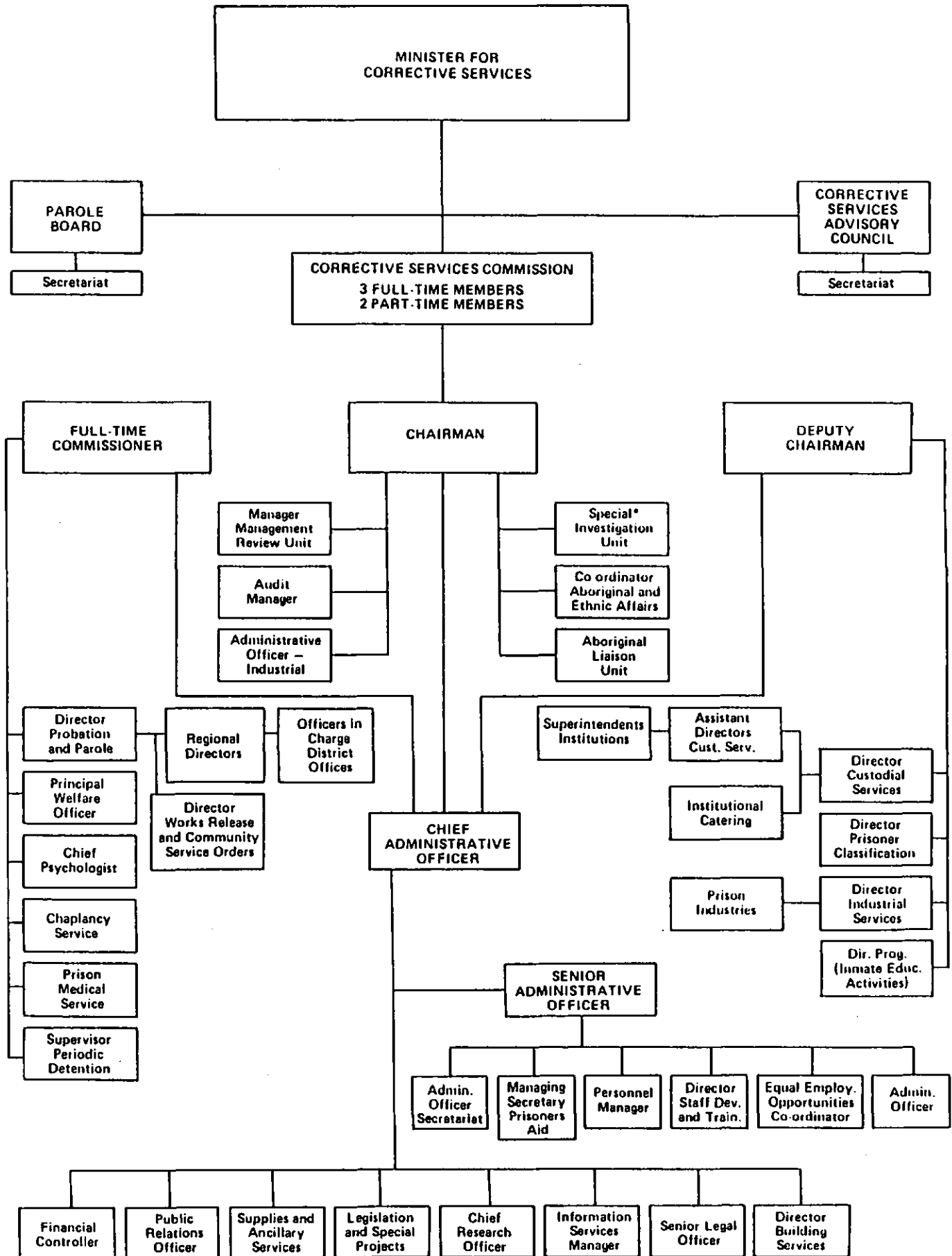
We hope that we have demonstrated through this case study that programs for prisoners in New South Wales have a broad base, are recognised as important in the overall purpose of the Department, cater for as many of the needs of individuals and sub-groups within the prisoner population as possible and that they are sufficiently dynamic to respond to changes in population characteristics and Departmental or Government policy.

As stated at the outset, the preparation of this paper has had two primary purposes: to describe the work of Programmes Division in the New South Wales Department of Corrective Services; and to stimulate interest in developing a regular exchange of information amongst people involved in prisoner programs in Australia. Thus, if there is interest in developing procedures for the exchange of information, perhaps a short meeting at the conclusion of this session could be arranged.

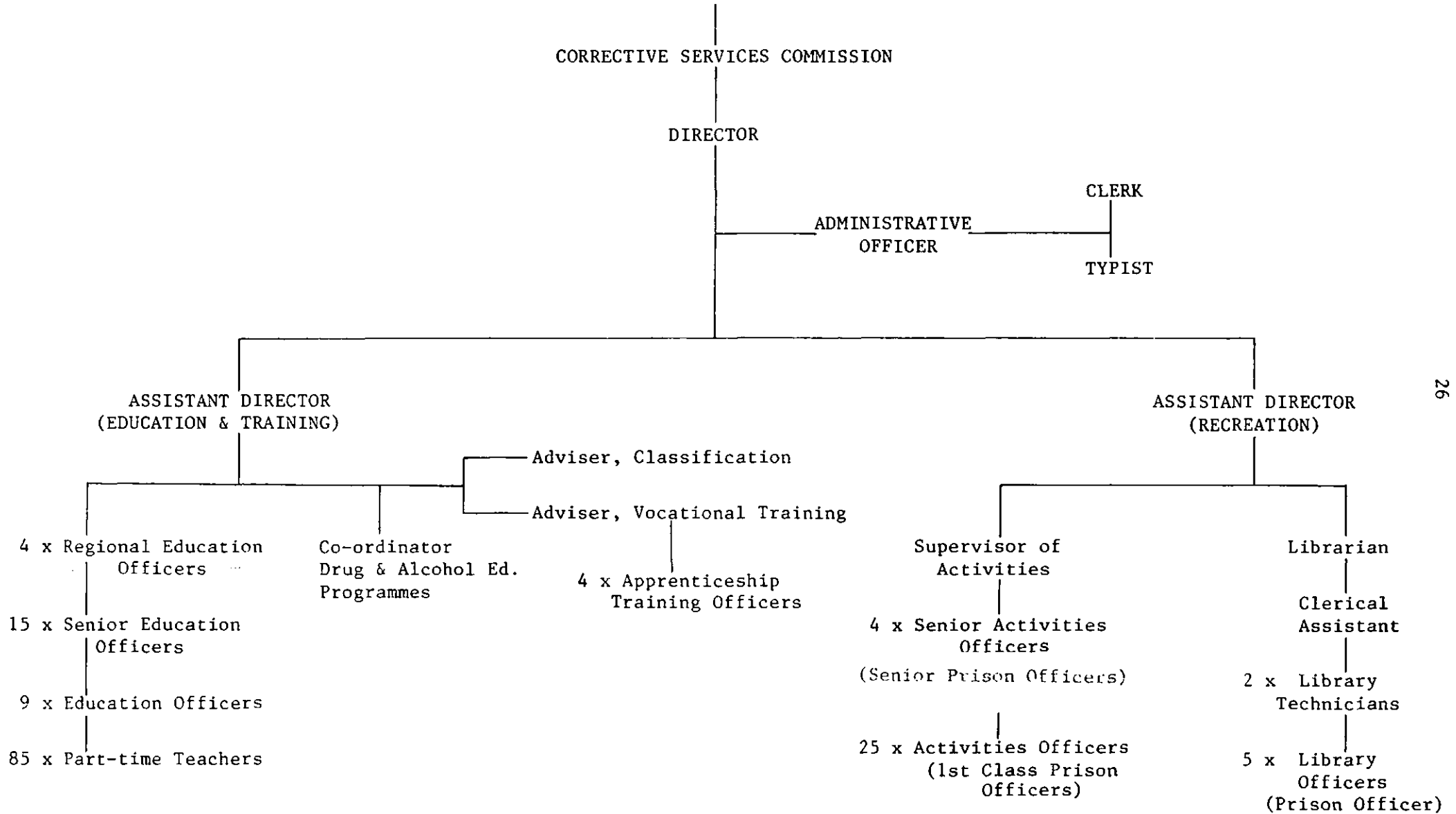
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ORGANIZATION CHART - DEPARTMENT OF CORRECTIVE SERVICES - OCTOBER 1983



\* Includes officers seconded from Police Department.





APPENDIX IIIVOCATIONAL TRAINING PROGRAMS

LONG BAY	Bricklaying Fabric Care Painting and Decorating
BATHURST	Automotive Engineering Carpentry and Joinery Fitting and Machining Welding Commercial Cookery
PARKLEA	Sheet Metal Work Welding Fitting and Turning Printing Shop Fitting and Cabinet Making Upholstery Tailoring
MULAWA	Industrial Machining Secretarial Skills Office Procedure
CESSNOCK	Welding
GOULBURN	Showcard and Ticket Writing
BERRIMA	Screen Printing Metalsmithing
MANNUS	Short courses from Outreach in:  Car Detailing Animal Husbandry Shearing Motor Maintenance Basic Lathe Operations Bricklaying

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Act No.9, 1952

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Prisons

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PART III

Treatment of Prisoners

Exercise.

12. (1) Every prisoner shall be allowed so much exercise in the open air as is prescribed or where the medical officer in any particular case orders otherwise so much exercise as is so ordered.

(2) Prisoners may engage in such active sport or leisure activity as may be provided for them by the Commission and may participate with or compete against civilians or other prisoners in sport or leisure activities on prison grounds or elsewhere as approved by the Commission and may -

(a) with, or

(b) notwithstanding section 29, without,

orders as required by that section, be permitted to be temporarily absent from prison for such purposes.

**PART XIII**

**Educational and Vocational Training**

106. Provision may be made by the Commission for classes directed to the improvement of the education of prisoners, and persons nominated by the Commission who are not officers of the Department of Corrective Services may be employed for the purpose of conducting those classes.

Nothing in this Regulation precludes the Commission from utilising the services of any prison officer to conduct any of those classes.

107. (1) Any person employed as provided in Regulation 106 shall be subject to -

- (a) in respect of any matter affecting the security or good order of the prison - the directions of the governor of the prison; and
- (b) in respect of the nature and scope of the educational syllabus and the method of instruction - the directions of such officer as may from time to time be designated by the Commission to supervise the educational activities of prisoners.

(2) During the time a prisoner is attending class, he shall comply with all lawful and reasonable directions of the person employed to conduct the class.

108. (1) Provision may be made as far as is practicable in prison for the vocational training of prisoners who have the capacity to absorb it, and for practical training to be supplemented by theoretical studies by correspondence or otherwise.

(2) The training and study shall be as determined from time to time by the Commission and shall be subject to such conditions as to appear proper.

(3) The Commission shall, in complying with the duties imposed on it under this Regulation, give special attention to the education and training of prisoners who are young or illiterate.

108A. A prisoner at a prison may purchase any books, newspapers, magazines or other printed material -

- (a) which it would not be unlawful for him to purchase at any place in New South Wales outside a prison; and
- (b) from which it could not reasonably be expected that he may obtain information the use of which could give rise to a security or safety risk at the prison.

108B. (1) Subject to clause (2), a prisoner may retain any book, newspapers, magazines and other printed materials in his cell, room or hut -

- (a) if there are suitable and adequate facilities in his cell, room or hut for storing them; and
- (b) if, except when they are being used, they are stored in the facilities in a tidy and orderly manner.

(2) Where the governor of a prison is of the opinion that retention by a prisoner, in his cell, room or hut at the prison, of any book, newspaper, magazine or other printed material may give rise to a security or safety risk at the prison, that book, newspaper, magazine or other printed material may be taken and retained by the governor.

(3) Any book, newspaper, magazine or other printed material taken pursuant to clause (2) may -

- (a) if in the opinion of the governor of the prison it is appropriate in the circumstances, be treated, and dealt with by the prisoner from whom it was taken, as if it were property surrendered pursuant to section 18 (1) of the Act; or
- (b) be disposed of by the governor of the prison in such a manner as is reasonable in the circumstances, taking into account the nature of the material.

108C. (1) Where there is a library at a prison -

- (a) the Commission shall cause the library to be maintained;

(b) the governor of the prison shall cause a copy of the rules, if any, made with respect to the manner in which libraries at prisons may be used by prisoners to be exhibited -

(i) in the library in a position that is visible to, and in which those rules may be read by, each prisoner using the facilities of the library; and

(ii) in such other place or places in the prison, as the governor of the prison may determine, in a position that is visible to, and in which those rules may be read by, each prisoner who may wish to use the facilities of the library; and

(c) each prisoner at the prison may, subject to those rules and unless he has been refused access to the library under clause (2), use the facilities of the library.

(2) Where the governor of a prison has reasonable grounds to believe that a prisoner may misuse the facilities of the library at the prison -

(a) he may refuse the prisoner access to the library for any period in respect of which he has reasonable grounds so to believe; and

(b) the prisoner may not use the facilities of the library during any such period.

APPENDIX VPROGRAMS IN NEW SOUTH WALES GAOLS  
(Other than Vocational)

CESSNOCK CORRECTIVE CENTRE	Music Pottery Pre-release Remedial Maths/English English-as-a-Second Language Art Fitness/Weightlifting First Aid Resuscitation Woodturning Leathercraft Glass Painting Fish Tank Assembly Picture Framing Lapidary
MAITLAND GAOL	Remedial Maths and English English-as-a-Second Language Music Art Physical Fitness Agriculture Drug and Alcohol Programmes
GRAFTON GAOL	Remedial Maths and English Home Cookery Basic Home Woodwork Physical Education Guitar Pre-release
GLEN INNES AFFORESTATION CAMP	Remedial Maths and English Basic Home Woodwork Pre-release
PARRAMATTA	Remedial Maths and English Guitar Physical Education
NORMA PARKER CENTRE	Remedial Maths and English Spinning and Craft Fashion and Design Basic Cookery Guitar Pottery Drama Self Improvement (Grooming etc)

SILVERWATER WORKS RELEASE CENTRE	Remedial Maths and English English-as-a-Second Language Basic Cookery
MANNUS AFFORESTATION CAMP	Remedial Maths and English Guitar Music
BERRIMA TRAINING CENTRE	Remedial Maths and English English-as-a-Second Language Art Craft Communications Drama Creative Writing Drug and Alcohol Therapy
GOULBURN TRAINING CENTRE	Remedial Maths and English Advanced Maths and English English-as-a-Second Language Science Music Art Aboriginal Art Aboriginal Leathercraft Current Affairs Leisure Skills
COOMA GAOL	Remedial Maths and English Art Music Theory Guitar
METROPOLITAN REMAND PRISON	Remedial Maths and English English-as-a-Second Language Carpentry/Joinery - short course Yoga Horticulture
METROPOLITAN RECEPTION CENTRE	Remedial Maths and English English-as-a-Second Language Art Creative Writing Yoga
CENTRAL INDUSTRIAL PRISON	Remedial Maths and English English-as-a-Second Language Home carpentry Art Guitar Creative Writing

MALABAR TRAINING CENTRE	Remedial Maths and English English-as-a-Second Language Home Carpentry Art Guitar Creative Writing
BATHURST GAOL	Remedial Maths and English English-as-a-Second Language Pottery Guitar Music Appreciation Stained Glass Aboriginal Studies Small Business Management
OBERON AFFORESTATION CAMP	Remedial Maths and English Pottery Silkscreen Printing
EMU PLAINS TRAINING CENTRE	Remedial Maths and English English-as-a-Second Language Art Leatherwork Theatre and Video First Aid Sport Theory
MULAWA TRAINING AND DETENTION CENTRE	Remedial Maths and English English-as-a-Second Language Hair Care Pottery Art Fashion and Design Drama Basic Cooking Occupational Therapy Yoga Music Tapestry Communications Creative Writing
PARKLEA PRISON	Remedial Maths and English English-as-a-Second Language Guitar First Aid Health and Fitness Spinning and Weaving Personal Development Various Hobby Courses.



SUMMARY OF DISCUSSION

The development of prisoner programs has shown that education and vocational training must be examined in terms of the integral role they have in the management of gaols. This was because education created good order and good management, consequently giving custodial officers greater control over gaols.

Education, although generally considered an essential component of prisoner programs was highly contentious. By definition, education changed the ways people perceived themselves.

The meaning of education within the gaol environment was defined as 'developmental opportunities for all'. However, education's role in prisoner programs needed to be analysed in terms of the historical context of prisons along with gaol's organisational structures.

Operating programs within gaols had numerous barriers, some included:

1. The competition for prisoner time between visits, industries, probation and parole, welfare, psychology.
2. Prisoners can be denied access to education after certain hours because of restrictions of movement around gaols.
3. Space restrictions in gaols caused limitations on program offerings. Many gaols were constructed at a time when gaols had few, if any, prisoner programs.
4. A resentment was often expressed about the function and role of prisoner programs. Where they were regarded as a privilege, they created negative attitudes towards program implementation.
5. Conflict situations between custodial and programs staff impeded developmental opportunities for inmates.

In addressing some of these barriers to implementation of prisoner programs within gaols the following were suggested:

1. A major concern was to reduce resistance to change by attempting to integrate programs within the existing prison organisational structure.

2. With regard to resentment against prisoner programs it was suggested that considerable effort was needed to market education and vocational training to inmates and custodial officers. Such a strategy would involve custodial officers in the planning, implementation and evaluation of programs along with securing inmate participation in programs.
3. New and existing programs should involve all branches and divisions in the institutions, perhaps through gaol management planning meetings. This would provide a forum to discuss issues and common concerns so that conflicts might be resolved.

Programs staff, sometimes called professional staff or support staff needed to involve custodial officers in their operations. Custodial officers should see that programs can assist gaol management. As a workshop participant said: 'The best way to manage criminals is to have them exhausted and then they do not get into other mischief'.

Within prisoner programs, gaol illiteracy was discussed. Illiterates for the purposes of debate were defined as 'people who cannot function when faced with literacy tasks'. It was noted that:

1. In dealing with the gaol illiteracy problem it was essential for inmates to take responsibility for their own behaviour and 'get control of their lives'.
2. It was necessary to examine what inmates can do now and what they could do through prisoner programs.
3. There could be too much emphasis on illiteracy and not sufficient attention towards the more educated prisoner.

## DEVELOPMENTAL PROGRAMS FOR PRISONERS

## IN VICTORIA

Mark Filan  
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Victoria

INTRODUCTION

The development, co-ordination, administration and evaluation of prisoner programs in Victoria is currently in a state of re-organisation following the creation of the Office of Corrections in late 1983. In this paper I will briefly describe existing programs and then reflect - also briefly - on some possible developments which we hope will undergo serious consideration and development and implementation where appropriate. I might add that at this time there is little scientific monitoring, measurement or evaluation of programs. This is yet another area for future development.

MANAGEMENT

The new management model of prison administration in Victoria is of responsibility, accountability and power being decentralised to the institutional manager, the Prison Governor, where delegations come direct from the Director of Prisons. A program unit has the responsibility of co-ordination between programs and between prisons, provision of professional support to institutional workers, provision of professional advice including policy formulation to the Directorate and to the institution Governors and the setting and monitoring of delivery standards at the work face. This unit is structured as shown on Figure 1 (attached).

Apart from those programs areas obvious from the unit's construction, co-ordination of other program areas such as chaplaincy, visits, volunteers, etc. is also carried out, and professional assistance and advice is given to the Divisional Classification Committee.

PROGRAM DESCRIPTIONS(a) Education

Prisoner Education in Victoria has been the responsibility of the Special Education Section, Primary Division, of the Victorian Education Department. Following regionalisation of the Department, a recent review recommended that prisoner education become the responsibility of the TAFE Board. Whilst this recommendation has been accepted in principle by the Minister for Education, nothing has developed so far.

The attached table (Figure 2) outlines in short summary form the educational programs delivered in Victorian Prison Education Centres.

In addition to the official Prison Education Centres run by the Special Education Branch, evening programs utilising volunteers and sessional teachers have been devised at Dhurringile Prison Farm and Won Wron Refforestation Prison, with assistance from TAFE Colleges. A similar scheme is under development at Morwell River Reafforestation Prison. None of these minimum security prisons have Education Centres.

(b) Mental Health - Program for psychiatrically disturbed prisoners

While most prisoners with non-certifiable psychiatric problems are located in G Division at Pentridge, many are spread throughout the Victorian prison system. The level of services available to the latter is very restricted due to the limited resources available.

The Mental Health Division of the Health Commission is basically responsible for the delivery of the service and employs the following staff:

Psychiatrists      Four psychiatrists

- Note (i)      One part-time only  
 (ii)      One, used mainly for Court assessments, has very few patients  
 (iii)      One performs co-ordination role only, does reviews for classification

Psychiatric Nurses

Seven positions exist although not all of these are currently filled due to secondments elsewhere within the mental health system.

The nurses are basically used for crisis intervention with severely disturbed prisoners; in this respect individual counselling is mainly utilised. They also administer drugs as prescribed by the psychiatrist or the medical officer.

Occupational Therapists      Two positions, currently filled

Due to the lack of suitable industries to keep G Division prisoners occupied, occupational therapists are used to fill this gap in a constructive and educative manner.

They currently operate the following programs (Monday to Friday only):

- . Relaxation groups (2 sessions per week)
- . Social skills (2-3 sessions per week)
- . Current Affairs (daily)
- . Craft Sessions such as pottery, leatherwork
- . Annual live performance before Christmas that requires extensive preparation and involves other staff from the division.

#### Psychologist

One position only, services G Division two days per week. Operates both individual counselling as well as some group sessions.

Other staff closely involved in the management of G Division prisoners are the prison welfare and education staff.

#### (c) Recreation

All prisoners are encouraged to participate in both active and passive recreational pursuits during their non-working hours. The extent of such activities depends upon the security requirements in force as well as the facilities available within the prison. A number of Activities Officers are employed within the system to assist in the organisation of such activities. In some cases, Education Officers are also involved in the organisation of some recreational and hobby activities.

#### Active recreation

The Department endeavours to give all prisoners access to active recreational space in the company of as many other prisoners as is consistent with security requirements of the area. In some older prisons, adequate secure recreational space is at a premium; in such instances sports such as basketball, volleyball and tennis are encouraged. Even in high security areas, with the exception of one small division of 39 (H Division) prisoners are given access to a large recreation yard. For high protection or security prisoners activities are restricted to small numbers, or in rare cases, to prisoners individually.

At minimum security establishments selected prisoners are permitted to participate in sporting activities within the local community, both as prison teams and as individual members of local teams.

Where security permits, weight lifting and associated training activities are popular with prisoners. Also, most prisons now have swimming pools.

#### Passive Recreation

All prisons make provision for prisoners to engage in hobby and craft type activities outside working hours. Traditionally prisoners have engaged in soft toy making and painting in their cells or dormitories and woodwork in hobby rooms. Since the expansion of education into the craft field, the scope of prisoner activities has expanded into such areas as pottery, leadlighting, leatherwork, jewellery and copperwork. In the case of education sponsored crafts, a percentage of the output is sold and the proceeds recycled back into the activity. But generally prisoners engage in hobby work on a private basis and dispose of finished goods via their visitors. Raw materials for hobby work are either obtained on behalf of the prisoner by the prison (for example, via the Amenities Officer at Pentridge) or are brought into the prison by visitors.

Most prisons also make available indoor games and video programs. Table tennis, snooker and electronic games are generally popular.

Funding for recreational equipment and facilities is obtained within the prison through percentages of items sold etc. as departmental resources have traditionally not been made available for this purpose.

#### Activities Officers

A total of nine Activities Officers are employed within the Victorian Prison System to assist with the organisation of prison activities. In actual fact the nature of their deployment does vary between prisons, depending on local requirements. For example, at K Division the Activities Officer is closely involved in the processing and distribution of hobby/amenity orders from prisoners as the scope for organised group activities is very limited.

Due to the lack of adequate funding for prisoner activities, Activities Officers are frequently engaged in seeking donations of hobby materials and sporting equipment. It is hoped that as internal funding becomes available in this area this soliciting aspect of Activities Officers' duties will decrease.

While Activities Officers are generally sought from the ranks of those with formal recreational training, in practice many are drawn from the ranks of uniformed staff. Those formally qualified found it difficult to adjust to

working in a custodial setting. In those prisons where no Activities Officers are located, uniformed staff will normally take up some of their duties.

Current deployment:

Pentridge	2
Metropolitan Reception Prison	3
Beechworth	1
Ararat	1
Dhurringile	1
Geelong	1

(d) Welfare

The Office of Corrections employs a number of Welfare Officers to assist prisoners and their families.

The duty statement used in advertising for Welfare Officers states:

to provide a welfare service for prisoners and their families, to assist in the rehabilitation of prisoners and all persons released from a prison and to assist and promote co-operation between private organisations and government departments concerned with the welfare and after-care of prisoners. To perform assessments and prepare reports.

In practice, the rehabilitative aspect of the work is not emphasised as greater stress is placed upon ensuring the humane containment of inmates. This involves primarily assisting prisoners with problems arising out of their imprisonment. Where time permits, follow-up work or counselling is provided. Welfare staff are also utilised to prepare a number of reports relating to prisoners' leave applications and interstate transfer requests. There is very limited scope for family visits. Where outside intervention is called for, community agencies are generally utilised.

A specialist service to prisoners of Aboriginal descent is provided by a co-ordinator who is employed under a Commonwealth Scheme.

Welfare staff come under the direct jurisdiction of the Prison Governor who will generally indicate priorities; the good order of the prison is always seen as a high priority. A degree of co-ordination is achieved throughout the system through the holding of monthly meetings where all concerned are kept abreast of current issues and developments. The

exact nature of a Welfare Officer's work will be partly dictated by the type of prison wherein they operate. In open camps Welfare Officers will naturally complete more assessments on leave applications whereas in high security detention the emphasis is on assisting with the effects of a very closed environment.

At the Pentridge and Metropolitan Reception prisons where more than one Welfare Officer is employed, a roster system is used to ensure some basic service during weekends and public holidays.

#### Staffing

Pentridge	2
Metropolitan Reception Prison	4 (one position a social worker)
Castlemaine	1
Bendigo	1
Ararat	1
Geelong	1 (social worker)
Beechworth	1
Won Wron	1
Morwell River	1
Fairlea	1 (social worker)

#### (e) Psychological Services

Unlike most other correctional jurisdictions in Australia, the psychological service to Victorian prisons has been long neglected. Health Commission services allow for a limited provision of psychologists; however, this has been primarily restricted to court work and selected mentally ill prisoners.

The Office of Corrections has had two psychologists positions since 1975, however one of these positions was recently re-allocated during a departmental re-organisation. Thus, although in recent years the psychologists have provided services such as:

- . assessment and reporting on inmates for classification;
- . therapy and counselling to a wide range of offenders in metropolitan and country prisons;
- . involvement in and development of pre-release programs, out-of-hours programs for women, and general policy consultation on matters of psychological relevance;
- . staff development and education. Regular seminars were held for welfare staff on matters such as alcohol and drug treatment issues and psychiatric diagnosis,



more recently the service has been administrative. Currently the remaining senior psychologist is involved in policy and program development, and in assisting with the implementation of a fully functioning programs section.

It is envisaged that within the next two months a more appropriate service will be developed consisting of three clinical psychologists and a senior co-ordinator of psychological services. The field positions will be based in prisons and will provide a comprehensive clinical psychological service to inmates which will include assessment, testing, therapy and consulting to other operational staff.

(f) Chaplaincy

Departmental policy states that:

- . the church has a unique contribution to make to those clients who need or seek spiritual welfare and pastoral care;
- . all clients have the right of access to a minister of religion of their choice; clients also have the right not to nominate any religious affiliation;
- . while discussions between client and chaplain are generally confidential, any information which endangers other clients, staff or the good order of the institution is generally brought to the attention of the authorities.

Structure of the Service

The Office of Corrections employs four full-time chaplains who are all located at Pentridge; they are employed from the following denominations:

Church of England	1
Roman Catholic	1
Uniting Church	1
Salvation Army	1

Each of the above chaplains may nominate a part-time assistant who is also paid by the Department. Services to country prisons and Fairlea are provided by local religious representatives; they visit the prisons at set time when they conduct services. The four full-time chaplains stationed at Pentridge also make regular visits to the country prisons.

If prisoners are not provided for by any of the four full-time chaplains, they may request that a religious representative of their choice attend the prison. Such requests are processed by one of the established clergy

who assesses the bona fides of those concerned, and make arrangements accordingly.

While in recent years many of the tasks undertaken in days gone by by chaplains have been performed by Welfare Officers, the former see themselves as providing a unique service to prisoners.

(g) Temporary Leave

The temporary leave program has operated in Victoria as a major program initiative since 1976. Prior to this time the relevant sections of the Community Welfare Services Act were employed to release prisoners temporarily for specified purposes, but such leaves were relatively infrequent and had little impact on the prison system as a whole.

Major programmatic development utilising Section 200 of the Community Welfare Services Act began soon after the employment of professional welfare staff in Victorian prisons in 1974. It is estimated that since the temporary leave program began in 1976 there have been in the vicinity of 9,600 individual leaves granted to prisoners up to December 1983. The program has by any measure been an overwhelming success. The number of escapes by prisoners on temporary leave has averaged less than one per year and the number of detected violations of temporary leave conditions has been negligible.

The temporary leave program represents a very real example of the trend in modern penology and prison management towards recognising and responding to the individual needs of prisoners, consistent always with the requirements of effective security.

The program is directed primarily at developing, maintaining and enhancing community contacts and supports for prisoners in custody. Its value in terms of pre-release preparation and as a means to counter the insidious effects of institutionalisation has been immeasurable.

Objectives of the program include:

- (a) Where appropriate, to minimise the destructive aspects of long-term institutional confinement through the provision of carefully planned and assessed periods of conditional liberty for constructive purposes.
- (b) Where appropriate, to facilitate reintegration into the community through the provision of opportunities for developing, maintaining and enhancing community contacts of a constructive kind.

It is assumed that:

- (a) the provision of opportunities for conditional and temporary liberty will contribute to the current correctional policy of humane containment through the maintenance of contacts with the outside world;
- (b) careful assessment of prisoner applicants for temporary leave will determine a level of risk which will be deemed acceptable or unacceptable with reference to the guidelines incorporated herein; and
- (c) the community is prepared to tolerate an acceptable level of risk in the interest of the humane treatment of prisoners and the facilitation of their return to the community.

It is worth noting that with a few minor exceptions, the temporary leave program has run very well, especially over the last 12 months since stringent guidelines were developed. These guidelines, relating also to temporary leave for educational purposes are due to be reviewed again this month. It is likely that some modifications to policy relating to natural life prisoners, and those found not guilty on the grounds of insanity, will be recommended, allowing for greater access to the program in the 'middle years' of their sentence where a strong case is presented.

(h) Family Visits Program

Whilst regular domestic visits are an important part of any prisoner's weekly life, some prisoners face the prospect of very long sentences without the possibility of temporary leave - at least for many years. In some such cases the maintenance of family ties depends on an occasional visit without the close supervision and loss of privacy normally entailed. Such a visit is possible at Ararat Prison where we have what is internally a small flat with an enclosed courtyard, but which is structurally secure. Here a totally private visit may be enjoyed at 3 monthly intervals.

Eligibility for such visits requires conformity to strict guidelines including ineligibility for temporary leave, excellent behaviour and industry and so on. Applications are processed by the Review and Assessment Committee of Ararat Prison.

FUTURE DEVELOPMENTS

We are by no means satisfied with the range, quality or quantity of programs offered to prisoners in Victoria. The service is under-resourced and suffers from a lack of planning and co-ordination over a very long period, largely as a result of our place as an unnatural segment of the Community Welfare Services

Department. Our recent separation has given us all an exhilaration in which our professional optimism has expanded horizons. Firstly our resourcing has already expanded and the 1984/85 State Budget has allocated 12 Welfare Officer positions, 3 Clinical Psychologist positions and some corporate positions to the programs area. The Strategic Services Division includes the first ever Programme Development Section for Victorian Corrections. Corporate strategies, policy documents and procedural guidelines are about to emerge in unprecedented streams of confidence-boosting professional information to upgrade performance of staff in all disciplines - custodial, program, administration and especially management.

To indulge in fantastic prophesies is tempting at this time. However to be more practical, allow me to briefly mention some developments in which I am or will be personally involved and/or interested.

Firstly the Office of Corrections and our Minister have agreed in principle to a policy of integrated administration. This will logically lead to Office of Corrections assuming responsibility for services currently delivered by the Education Department and the Health Commission.

Secondly, each prison will have (in a gradual process) a full-time Programme Co-ordinator to assist the Governor in in-house co-ordination of the various programs conducted in the prison (for example, classification, welfare, education, recreation, industry and so on).

Thirdly the 1984/85 Budget staff positions will enable the commencement of seven day Welfare Officer coverage for up to 16 hours in some prisons. This should expand.

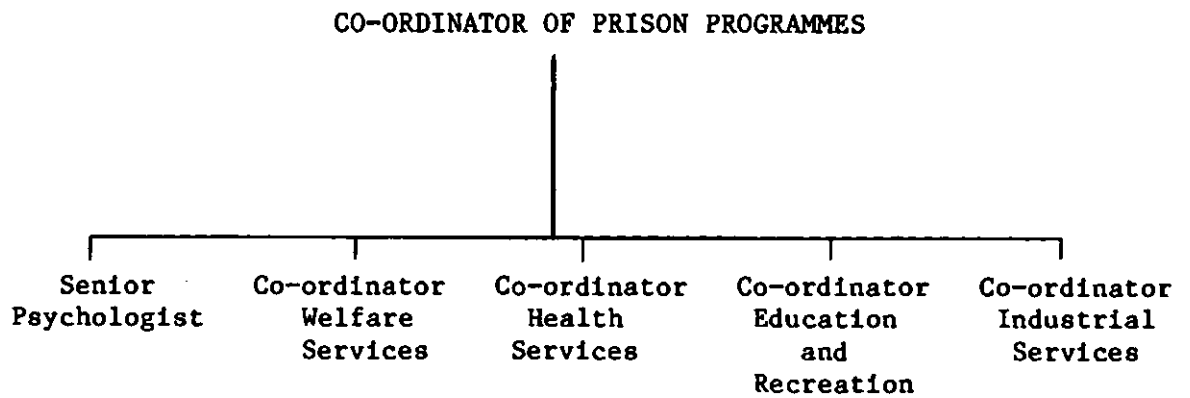
Fourthly, every prison must have its own Recreation Officer.

Fifthly, I am convening the first ever annual conference of Activities Officers later this month with the theme 'Recreation as a Developmental Program'.

Sixth, the Prison Industries Commission, recently established as an autonomous statutory authority, has already indicated its interest in indenturing and training prisoner apprentices.

Seventh, the Director of Strategic Services has encouraged my participation in various planning teams responsible for devising design briefs of our reconstruction program which will almost totally rebuild the Victorian prison system to a master plan. My participation will hopefully lead to an unprecedented emphasis in prison design on prisoner developmental program needs.

Figure 1



SUMMARY OF DISCUSSION

1. Following an injection of both finance and staff, changes were taking place in Victorian gaols. The expansion was caused in part by major escapes. Allied to this expansion was increasing emphasis on accountability through program budgetting.
2. Inmate pay scales were under review in Victoria where a four-term pay scale was being investigated. Emphasis was being placed on inmate productivity. Payments were to be reviewed on the basis of changes in the Consumer Price Index.
3. Types of prisons were discussed. Within the present physical conditions of a prison it was necessary to devise strategies by which programs can be developed, coordinated, administered and evaluated. During the discussion it was stated that: 'A prison cannot be designed to fulfil its functions'.
4. Prisoner programs needed to be monitored to ensure that the 'right prisoners are in the right place' for the program.
5. The purposes of prisoner programs were further clarified, namely, to minimise the destructive aspects of long term confinement, along with facilitating reintegration of the inmate into the community. It was drawn out that prisoner programs: promoted inmate self-respect, assisted inmates to contribute positively to society, and assisted them on release. During the discussion it was stated: 'A tired criminal was a "good" managed criminal'.
6. During the session a video-tape You'll Be Back (Film Victoria) was shown. It was reported that solutions given to problems faced by discharged inmates could be used as a spring board to further solutions. The video-tape could be used in media studies at secondary schools and universities. Following the showing it was concluded: the video's theoretical basis was on a rehearsal of ideas; it illustrated how to respond with dignity and win.

QUEENSLAND PRISON SYSTEM

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Early in March 1983, the then Minister for Welfare Services initiated a major review of the Prisons Department with the goal of improving both the efficiency and effectiveness of departmental operations.

Initially, a full-time team of five people drawn from the sub-departments of Welfare Services were seconded for this purpose. Shortly thereafter, two additional people were added: a representative of the Prison Officers Union, and a representative of Superintendent staff.

Not all members of the review had custodial or corrective experience. Those that did not, brought with them high level skills in other areas, for example, management and training, computers and research skills.

During the period of its operation, the Review Team moved throughout the State in an attempt to tap the ideas, frustrations, and knowledge of all staff. It was largely a consultative process.

One of the first objectives was to identify the purpose of the Prisons Department. This was finally defined as:

the secure and humane confinement of prisoners.

However, to achieve this goal, three key elements were identified:

- (i) an effective and responsive organisation;
- (ii) staffed by competent people;
- (iii) leading to effective prisoner programs in a secure environment.

Effective prisoner programs were then loosely defined in terms of a number of very broad statements:

- (i) importance of an accurate classification system for containment;
- (ii) provision of programs appropriate to the level of security;
- (iii) skills development to ensure prisoner transition into the community;
- (iv) manpower intensive, and meaningful work, while in prison;
- (v) the provision of a stable internal social system;
- (vi) the provision of programs to assist prison management;
- (vii) cost effective programs; and
- (viii) an individual based assessment procedure for prisoners.

The development of programs then was never viewed as a means to using security and containment, but rather as an essential element in determining the quality of that containment, by providing - in broad terms - for the physical and psychological well-being of all prisoners.

Although the Review did not thoroughly examine the programs area during its life-time, the acceptance of broad principles mentioned above form the foundation for long-term attitudinal change, and the germination of a climate wherein such ideas can be initially tolerated, and subsequently fostered.

Experience has shown that any progress in the programs area must follow upon improvements in officer work conditions, selection and training. The major thrust within the Department during the last 18 months has been in this direction. Consequently, the organisation is now reasonably receptive to changes and expansion of prisoner programs.

During the last six months, the department staffing structure has been altered, and for the first time, there is a functional structure specifically oriented towards the management and development of programs.

The descriptions and data presented in this paper do indicate the 'state of the art' of prisoner programming in Queensland. However, any judgement of them should be tempered by the fact that the Department is entering a 'new era' which undoubtedly - over time - will result in shifts in correctional philosophy, culminating in the development of the programs area as a valid and integral part of policies relating to prisoners and the management of their containment.

The utility of programs in the correctional arena does not primarily depend on their quality or quantity - for these factors, of themselves, ensure nothing. Without the active support, interest and involvement of prison officers, the viability of programs within prison environments does not reach first base.



As people responsible for developing program policy, the need for officer involvement has to be recognised and fostered, and they should be offered the opportunity to acquire the skills and qualifications to pursue careers within a broad interpretation of programs.

The participation of members of the community in the delivery of programs within institutions has to be encouraged, as should the enthusiasm of prisoners to pass on their skills to other prisoners.

What then is the present scenario in Queensland?

### PERSONNEL

Historically, the presence of programs has not only been influenced by a competitive diet of philosophies, but - on the practical, service delivery level - by continuous financial constraints on human and support resources.

Services are currently provided by and/or co-ordinated through:

- . one education officer
- . one psychologist
- . nine welfare officers
- . one industries officer
- . one farm co-ordinator.

Of these personnel, the welfare officers are the only people permanently located within the institutions. The remainder are based in Head Office and are responsible for the service-wide management and co-ordination of their particular portfolios.

With the formation of the programs 'division', came two additional positions,

- . Assistant Comptroller-General (Prisoner Programs);  
and
- . Manager (Prisoner Programs)

In broad terms, the programs 'division' is responsible for education, welfare, hobbies and recreation, psychological services, chaplaincy services, industrial workshops and farming activities, volunteer activities and pre-release programs. All of these have potential for the training, education and personal growth of prisoners.

Furthermore, the division has responsibility for the Release to Work Hostel and responsibilities to Interstate Transfers, Parole Advisory Committees, and the Indefinite Sentence Committee.

It also reviews existing policies and procedures appropriate to the management of prisoners generally.

EDUCATION

Prisoner education in Queensland has two major goals:

- (i) the training of prisoners in work and social skills; and
- (ii) development of such skills and attitudes which will contribute to a prisoner's self-esteem and recognition and acceptance of his/her role as an individual within society.

The specific objectives of these endeavours centre upon provision of:

- (i) opportunities for total or functional illiterates to overcome their specific deficiencies;
- (ii) opportunities for further studies, whether general, technical or professional in nature;
- (iii) opportunities whereby long-term prisoners can participate in pre-release programs;
- (iv) opportunities to enhance social skills;
- (v) opportunities to acquire and/or update occupational skills and work habits;
- (vi) constructive hobby and recreational programs; and
- (vii) opportunity to enable selected prisoners to become involved in volunteer programs and community projects.

Services available include:

- (i) educational assessment;
- (ii) educational counselling;
- (iii) practical assistance with correspondence and extension courses;
- (iv) enrolment in courses provided on an 'attendance' basis within prisons;
- (v) financial assistance for books and other aids necessary for approved courses of study.

Of course, these services relate to formal education, that is, remedial, primary, secondary and tertiary courses. There is a part-time school at Brisbane Prison, staffed by six part-time teachers who provide instruction, supervision and tutorial assistance in all levels of education.

The Division of Technical and Further Education, Department of Education, is involved in the provision of remedial education at Wacol, Woodford and Townsville prisons, and at the Women's Prison. TAFE also provides life-skill programs at two prisons.

At any one time, more than 300 prisoners throughout the State are enrolled in correspondence courses available through various educational institutions in Queensland and other States.

A significant contribution to education at the Women's Prison and Woodford Prison - in particular - is made by volunteers. Activities varying from remedial instruction to personal development courses are conducted by members of various religious organisations, and by staff and students from the University of Queensland.

The provision of education within Queensland prisons depends most heavily on the continued presence of Technical and Further Education, Church organisations, tertiary institutions, and other skilled volunteers. These services are provided without financial expenditure by the Prisons Department.

Hopefully, the reliance on the 'good graces' of such people and organisations will - in the future - be balanced by activities emanating from, and supported by, Departmental financial and human resources.

#### WELFARE

As stated earlier, nine welfare officers are employed throughout the State. They provide a multi-faceted, 'front-line' service to prisoners. They are, inter alia, significantly involved in the management of education programs on a day-to-day basis within the prisons. They provide the 'linking-pin' between external agencies providing individual or group programs, and the local prison management. Theirs is an essential role in the maintenance and co-ordination of all program-orientated activities.

#### INDUSTRIES

In the programming and day-to-day operations of prison industries, five objectives have been identified. No one objective is seen as more important than the others:

1. Industries provide training in work habits and skills, to ensure that workshops meet their production schedules and also prepare prisoners for their eventual re-integration into the community.
2. Manpower utilisation is also a recognized objective of industries, that is, prisoners can be occupied for most of the working day thereby reducing supervision problems.

3. Industries must be cost-effective, that is, the principle of economic accountability means that all monies have to be accounted for, and production methods need to be the most cost-effective to ensure that prisoners are exposed to a realistic and meaningful work environment.
4. The objective of self-sufficiency is well established. At the same time as meeting the institution's needs (for example, in the bakery, kitchen and laundry), the prisoners can be taught work habits and skills in a realistic, cost-conscious working environment.
5. Industries also provide a good medium for positive public relations through the use of trade instructors and prisoners in the performance of community work, for example, a recently developed area of work involves the manufacture of adventure-type playground equipment in prison workshops for local schools and associations.

Although the existence of workshops and small scale industries varies between prisons, they provide prisoners with a wide range of vocational work experiences. Facilities include bakeries, laundries, and tailor, tin, paint, carpentry, saddler, metal and mechanic workshops.

The best use of these facilities can ensure that prisoners not only have the opportunity to acquire work habits, but also gain employable skills ranging from welding, and basic woodwork, to completion of trade qualifications in their occupation of choice.

In essence, then, Queensland is moving towards a more integrated approach of prisoner training within economically viable industries and workshops. To assist in this development the Internal Operational Audit Branch of the Treasury Department has reviewed the area and made numerous recommendations to the Department.

#### FARM ACTIVITIES

All institutions in Queensland, with the exception of Brisbane Prison have farms attached.

The objectives of departmental farming activities are similar to those specified for industries. They are:

1. The creation of a positive, relaxed, social environment which creates a feeling of space and freedom and allows relief from the intensity of relationships in a closed prison.
2. The provision of employment for prisoners in farm environment and supporting workshop services.

3. The provision of training for prisoners in agricultural and farming skills which can be utilised in later forms of employment in the community.
4. The development of modern agricultural and farming technologies within the Prison farms.
5. The use of products such as vegetables, fruit, meat and poultry within prisons to reduce the expenditure on food from outside sources.

Because the greater majority of prisoners at any one time are serving less than 12 months imprisonment, and because of the requirement that they achieve the appropriate security rating prior to employment or farming activities, most farm workers are unable to acquire significant skills or qualifications. Those prisoners who are serving longer periods do, however, have the opportunity to develop farming skills of both immediate and longer term value.

Because of restrictions on entering the commercial produce market, the economic viability of farming enterprises is severely limited. They are restricted, for the most part, to 'home industry' type work with small runs and poor production economics.

Despite these limitations, farming activities do fulfil a major role in the provision of employment and training for prisoners. In addition to practical experience and personalised training provided by farm officers, there is an increasing tendency for prisoners to complete formal courses through various correspondence institutions. They do, therefore, obtain formal qualifications - usually at the operator level - in the agricultural field.

Short courses are also provided through Technical and Further Education in ancillary activities, for example, gardening and landscaping, water supply and sewerage treatment.

A most recent development has been the unsolicited move by some farm officers to provide short training courses for prisoners selected to work in specific farming areas, for example, an introductory course on pig raising for potential piggery workers.

The potential of the farming areas to provide training; education and self development for prisoners has only recently been acknowledged. A thorough review of these activities to be conducted in the near future by an Operational Auditor will hopefully identify further means to promote prisoner programming.

## RECREATION

Apart from the normal sporting opportunities for prisoners, a range of recreational and hobby activities are available. Most of these programs are provided by volunteers. Activities range from pottery, art classes, guitar tutoring, leathercraft, typing and other pursuits to meet the interests of prisoners.

Many activities are organised by prisoners themselves. For example, prisoners at Woodford and Wacol Prisons, with the assistance of community members, have organised Red Cross groups. Apart from acquiring first aid skills, prisoners contribute towards the funding of their local organisations by the sale of craft items.

Recreational and hobby activities are a prominent feature of programs. They are important because they are self-motivating, providing avenues for prisoner relaxation and pursuit of personal interests, as well as being an effective measure in management of institutions.

Prisoners from two institutions are now producing their own magazines. Although some censorship of material is necessary, they provide a legitimate avenue for self-expression in the written mode.

All institutions maintain libraries. These are an important adjunct to recreational and educational activities, and links between the Municipal and State library have been established for the bulk loan of books.

## CONCLUSION

The major purpose of this address has been to provide an overview of the current significant functions within the programs area.

Other aspects such as psychological services; chaplaincy services, and release to work programs have not been mentioned. A coverage of these areas may be achieved in the discussion period.

Despite the retention of last financial year's level of personnel and funding, optimism exists for the development and improvement of prisoner programs.

We are currently developing policies, priorities and strategies appropriate to the area. It is a big task.

The Queensland Prisons Department is entering a new era. It is a challenging and rewarding time in the history of the Department.

SUMMARY OF DISCUSSION

1. The state of prisoner programs in Queensland was one of developing priorities, policies and strategies to the year 2000 and beyond. In prison design, emphasis was being placed on building prisons around programs.
2. The objective in Queensland was the secure and humane confinement of prisoners. It was pointed out that many prison officers regard education as a privilege and consequently it was necessary to move slowly.
3. Barriers to the development of Queensland prisoner programs included: finance constraints, few human resources, resentment towards education, managing a wide diversity of areas, difficulty in getting Government Agencies to support prisoner programs and lack of acceptance of prisoner programs by society.
4. Strategies put forward to initiate prisoner programs included: shifts in programs policy, active support of prison officers to get prisoner programs off the ground, increased human and physical resources, closer working links with the Department of TAFE, gaining support for prisoner programs from a wide range of community and Government Agencies, and marketing prisoner programs to Government.





DEVELOPMENTAL PROGRAMS FOR PRISONERS

IN WESTERN AUSTRALIA

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PROGRAMS AND THE PRISONS ACT

In the Western Australian Prisons Department there is, as yet, no agreed upon, official definition of what constitutes a developmental program. The term program is used in two sections of the Prisons Act (1981). Section 94 states that:

The Minister may approve a program of:

- (a) community work;
- (b) charitable or voluntary work;
- (c) work associated with the operation of the prison;
- (d) sport;
- (e) religious observance; or
- (f) any other activity.

In addition Section 95 states that:

The Director may provide services and programs for the welfare of prisoners at every prison and, in particular, services and programs may be designed and instituted with the intention of providing -

- (a) counselling services and other assistance to prisoners and their families in relation to personal and social matters and problems;
- (b) opportunities for prisoners to utilise their time in prison in a constructive and beneficial manner by means of educational and occupational training programs and other means of self-improvement; and
- (c) opportunities for work, leisure activities and recreation.

If the term developmental means that which is 'incidental to growth' and a program is a definite plan of intended proceedings, then a developmental program is one which is planned with the objective of bringing about some form of growth or development in the prisoner.

Clearly sections 94 and 95 can be interpreted as allowing for the setting up of developmental programs, as defined, although the word developmental is not used at all.

Sections 83 to 87 of the Prisons Act permit authorised absences from prison for the purpose of visiting a sick relative or attending a funeral, having home leave, doing voluntary work or participating in work release. The leave of absence program, as it is called, is viewed as being developmental in the sense that it includes both work release and home leave. Work release may be granted during the last three months of a prisoner's sentence for the purpose of seeking engagement in employment. During this period the prisoner resides in the West Perth Work Release Hostel. If a prisoner has no more than 12 months left to serve, home leave, for the purpose of visiting a friend or relation, can be granted. Both the work release and home leave aspects of the leave of absence program are aimed at making the transition from prison to the community as smooth as possible. The leave of absence program is a developmental program in that it is planned and has developmental objectives. In addition it is organised centrally and is available to all those prisoners who qualify for it.

#### OTHER PROGRAMS

The Department's Driver Training program operates out of the West Perth Work Release Centre. Driving offences are common and most prisoners will drive after release, whether or not they have a licence. The Driver Training program, introduced in 1976, aims to:

- . assist prisoners who have never had a driving licence to obtain one;
- . assist prisoners to obtain additional work-related licence classes, for example, a truck licence;
- . assist prisoners where licences have lapsed to obtain a new licence;
- . focus on the need to terminate the continued cycle of convictions for not possessing a driver's licence;
- . provide a marketable skill on release.

Before discussing the other departmental programs that can be described as developmental, recent structural changes in the Department need to be explained. Prior to June of this year the programs section of the Department was responsible for prisoner education, the leave of absence program and other programs that involved interaction with the community, for example, the Inside-Out radio show and the Christian Prison Fellowship. Prisoner Education is now a distinct branch in its own right as is Prisoner Programs, and those branches along with Psychology, Health, Welfare and Social Work constitute the Prisoner Services Division.

The Department has nine general objectives in prisoner education:

- . To remedy educational deficiencies.
- . To develop occupational skills.
- . To gain an award.
- . To develop social skills and personal growth.
- . To provide meaningful prison activities.
- . To liaise with the prison community as a whole.
- . To consult with other educational institutions.
- . To interact with the community as a whole by means of, for example, the Voluntary Tutoring Program.
- . To afford the opportunity to continue education on release.

There is an emphasis on free inquiry, self-discipline and the enhancement of self-esteem, thus the program is essentially developmental. In order to facilitate the study courses available through various educational institutions the Department has been operating a voluntary tutoring program since 1973. Prisoners are tutored on a one-to-one basis in a wide range of subjects by selected volunteers from the community.

The Psychology Branch includes a vocational psychologist who in conjunction with the Industry Branch staff is responsible for overseeing the Trade Training Program that operates in the Department. It is recognised that appropriate facilities for the acquisition of trade skills should be available to prisoners within the Western Australian Prisons Department. The objectives of the trade training are:

- . To provide prisoners with a satisfactory level of specific trade skills in an approved trade.
- . To provide prisoners with an occupational environment similar to what can be expected in the industrial community.
- . To allow prisoners responsibility for their own progress in trade training.
- . To allow prisoners an opportunity to derive pleasure from and take pride in their own productivity.
- . To provide a range of progressively skilled workers within the prison industry system.
- . To produce goods for both the prison and the general community.

The program is essentially developmental and proposed changes in policy should make it more so, in that there will be a greater emphasis on long-term planning for the prisoner. In other words a training program will be planned in such a way that changes in security rating will not necessarily disrupt the program. (See Appendix I.)

Traditionally the psychology, social work and welfare branches have focussed on the individual prisoner and his or her problems, rather than particular characteristics of the client population. The Psychology Branch has concentrated on individual assessment and therapy, the Social Work Branch on individual counselling and family work and the Welfare branch on the immediate practical problems of the prisoner client. These branches have, at various times, set up social skills, alcohol, stress management, assertiveness training and sexual offenders groups. However, they were set up in response to a need being perceived at a particular time or because an individual staff member was particularly interested in the area. It can be argued that the Department, as a matter of course, should be providing, directly or indirectly, properly planned programs in the area of living skills or alcohol abuse management. However, at the moment such planned programs do not exist and the activities of the concerned branches cannot really be described as constituting developmental programs.

#### CANNING VALE PRISON

It has been suggested that the best developmental program in the Western Australia Prison Department is the daily program of the Canning Vale Medium Security Prison. (Appendix II.) This prison was opened over two years ago after months of effort had been devoted to sorting out the philosophy and modus operandi of the prison. Emphasis has been placed upon developing a positive and harmonious atmosphere within the institution and upon encouraging prisoners to utilise available opportunities for self-improvement,

vocational training, education and recreation (Sievers et al, 1981). The key principles are normalisation and self-determination, within the limits imposed by the prison system.

These principles are expressed by the prisoners deciding when they get up and whether or not they go to breakfast. During the day most prisoners work, and after work they can participate in leisure and recreational activities, as is the case in the outside world. There are no parades and lock up is not until 10.30 pm at night. It can be argued that this normalised regime is in fact the most effective means of achieving developmental goals such as self-discipline and responsibility for one's own actions. One prisoner who has spent time in a number of Western Australian prisons has described Canning Vale as follows:

My own opinion of Canning Vale Prison is that the conditions and atmosphere is better than prison X or prison Y. I think that a person can do his time and still know that he is in gaol. Not being put out in the yard like cattle and called in for meals. At least the officers at Canning Vale treat you like human beings and also they have more time for you. In Canning Vale you can talk to the officers and have a good conversation. Try to talk to an officer at prison X or prison Y and they will tell you to get ... Doing time in these other prisons you lose all self-respect and control over yourself because the officers are telling you what to do all the time. In Canning Vale you do your time the way you want to.

Unfortunately, a proper evaluation of the Canning Vale experiment has not been carried out, and it can be argued that, in spite of the principles of normalisation and self-determination, the prison environment is by definition custodial and not, as a total system, conducive to achieving developmental goals.

#### THE PRISONER PROGRAMMES BRANCH

Historically the Prisoner Programmes Section was responsible for Prisoner Education and anything else that got labelled as a program, for example, the Chaplains Program, the Toastmasters Program (Appendix III). It seems best to describe such things as 'activities' in that they were mostly lacking in a 'definite plan of intended proceedings' and occurred on an ad hoc basis. The 'new' Prisoner Programs Branch consists of four staff who are to be responsible for the Assessment and Orientation Program, the Leave of Absence Program and anything else that is deemed to do with programs. The Assessment and Orientation Program is the Western Australia Prisons Department's system of prisoner classification and placement. Some view this as a developmental program in that it offers the prisoner the opportunity to move to lower security classifications and less secure prisons as the

sentence progresses. If the difficult, troublesome maximum security prisoner progresses through to a minimum security prison farm, a developmental change has occurred, so it is argued. However, it is difficult to conceptualise a classification and placement system in developmental terms in that progress through it may well be only a matter of playing the 'prison game'.

The leave of absence program has already been described and there is no dispute as to its developmental orientation. The remaining responsibility of the Programmes Branch is everything else that is called a program. This includes the Driver Training Program, which is clearly developmental; the Toastmasters, Prison Fellowship and Radio programs which are probably best described as activity programs and mental health programs such as G.R.O.W., which are probably best described as therapeutic groups. One of the tasks facing the 'new' Prison Programmes Branch is clarifying what constitutes a program, developmental or otherwise. Should we use the term program only when specific measurable objective exist? Should the term be used only when the organisation of the program is centralised and it is available to all prisoners who qualify? Should programs be set up only on the basis of characteristics of the prisoner population, for example, driver training, or do we include individual-focussed programs when it is counselling or therapy that is being provided?

To continue labelling anything and everything a program seems undesirable and the development of criteria that allow for the classification of different sorts of activities and programs is required.

### CONCLUSION

In the absence of an agreed upon Departmental definition of a developmental program, it has been defined as one which is planned with the object of bringing about some form of growth or development in the prisoner. Using this definition four programs can be described as being developmental:

- . The Leave of Absence Program
  - (a) Work Release
  - (b) Home Leave
- . The Driver Training Program
- . The Education Program
- . The Trade Training Program

Developmental goals exist for many of the individual and group counselling and therapeutic activities that occur from time to time within the Department. However, these activities come and go and are not centrally planned Departmental programs. The Department has been re-structured, a four-person programs branch now exists and it is hoped that problems of definition will be sorted out and more developmental programs can be initiated.

APPENDIX IICANNING VALE PRISON


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SITUATED	Approximately 27 km south of Perth
SECURITY RATING	Medium
HISTORICAL BACKGROUND	The first prisoners were received into the Prison on 14 June 1982. The prison is the second to be built in Canning Vale Prison Complex; its main function will be industrial activities, with some of the most up to date workshops in the State
ACCOMMODATION	236 single cells, 12 special purpose cells
ABLUTION FACILITIES	Toilet and handbasin in each cell. 16 shower blocks each containing 3 showers and 2 wash basins
DINING FACILITIES	16 day rooms used as dining rooms for breakfast and evening meals, plus a dining room in each workshop for midday meals.
STAFF EMPLOYED	245 approximately
EMPLOYMENT FACILITIES	Printing, metal trades, carpentry, boiler house, industrial art, automotive trade, spray painting, maintenance work, gardening, laundry
LIBRARY SERVICES	Library service linked to the W.A. Library Board
EDUCATIONAL FACILITIES	Assistance is given by full-time teaching staff and part-time tutors
PROFESSIONAL SERVICES	Psychologists, social workers and welfare officers are available on full-time basis



Canning Vale Prison (Contd)


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RECREATIONAL FACILITIES	Debating, gymnasium, tennis, volleyball, basketball, badminton, baseball, soccer, Aussie rules, cards, chess, films, concerts, table-tennis, pool, power lifting, boxing, hobbies, crafts, T.V. and drama
WORK RELEASE	Not available
VISITING HOURS	Visits weekdays 5.45 pm - 7.45 pm Weekends 9.30 am - 11.30 am and 1.00 pm - 3.45 pm
PUBLIC TRANSPORT	Monday to Friday from Carousel Shopping Centre 9.40 am, and from Cannington Railway Station 11.16 am and 1.30 pm. From Canning Vale Prison 3.45 pm.

APPENDIX IIIPRISONER PROGRAMS BRANCHProgram Notes1. DEVELOPMENTAL PROGRAMS

Those that occur at particular points in a prisoner's sentence, towards which she/he can work and at the conclusion of which is a tangible reward, e.g. improved family ties, a job, money, parole, driver's licence etc.

1.1 Work Release

- (a) Commenced in 1970. The West Perth Work Release Hostel opened in the same year. Well documented in W.J. Kidston's research document of the early years of the program.
- (b) Originally promulgated under 'For general welfare of the prisoner' Section of the old Prisons Act. Had to have completed 6 months of sentence. Extended Work Release common - up to 9 months in some cases.
- (c) Often incorporated, or was substituted by, study leave in the community.
- (d) Since new Act, prisoners must complete 12 months of imprisonment. Work Release only in last 3 months of sentence.

1.2 Home Leave

- (a) Commenced shortly after Work Release Programme using same 'general welfare' section of the old Act. Escorted home leave by Treatment and Training staff already very common.
- (b) There was some requirement that a prisoner should have completed about 6 months sentence, however, 'temporary leave' for any purpose was common throughout a prisoner's sentence.
- (c) Under new Act, prisoners must have completed 12 months and be in the last 12 months of their sentence.

### 1.3 Voluntary Work

- (a) Never commonly used - usually as a method for resocialisation for special groups of prisoners, eg. intellectually handicapped, institutionalised.
- (b) Same provisions as for work release now apply for voluntary work.

### 1.4 Driver Training

- (a) Commenced in 1976 as a rehabilitative tool for work releasees. Police agreed that prisoners would find work more easily with a licence.
- (b) Because work release and driver training have been so closely linked, it has been difficult to persuade the police that it could benefit all prisoners.
- (c) Conducted under Section 94 Activity programs, but only for convenience.

## 2. ACTIVITY PROGRAMS

It was around these programs that the then Community Programs Section developed. Any activity was labelled a program that was organised, approved and vetted from Head Office. The following are some of the more durable, and probably remain so because they are run entirely by prisoners and members of the community, with only occasional administrative help from Head Office required.

### 2.1 Alcoholics Anonymous

- (a) Originated in Fremantle Prison - no record of exact date (many years ago).
- (b) Presently in almost all Western Australia prisons.

### 2.2 Toastmasters

- (a) Commenced 1976. Prison teams visit each other (Section 94).
- (b) Occasional visits to and from outside Toastmaster groups.

### 2.3 Debating

- (a) Extension of interest in Toastmasters. Long standing activity with ebbs and flows in popularity.
- (b) Conducted under Section 94.

#### 2.4 Inside-Out Radio Show

- (a) Commenced 1978 by initiative of a group of Karnet Prison Farm Prisoners.
- (b) Group attends W.A.I.T. once per week to record a radio request show which is aired each Saturday night. Songs are requested by prisoner's families, and public and prisoners themselves to play to each other.
- (c) Extremely popular program. Run with little interference from Head Office. Occasional administrative support.

#### 2.5 Prison Fellowship

- (a) Commenced 1982. Initially in Fremantle Prison. Volunteers from the community provide Christian Fellowship for prisoners - including aftercare.
- (b) Has now extended to most prisons.

### 3. RECREATION PROGRAMS

In years past, many of these programs were organised through Head Office and often required Director's approval. Increasingly, prisons were given more control over these programs, which are now almost exclusively organised by Recreation/Activity officers in individual prisons.

Involvement from the Programs Branch is now mainly restricted to gaining approval for outside (Prison) activities under S.94 of the Act.

- . Football
- . Cricket
- . Soccer
- . Basketball
- . Swimming
- . Library attendance
- . Tennis
- . Badminton
- . Inter-prison games evenings.

SUMMARY OF DISCUSSION

1. Prisoner programs in Western Australia were based on a sound rationale coupled with adequate facilities and staff.
2. Generally, women prisoners appeared to be disadvantaged compared with males. However, women officers are in charge of significant sections of gaol branches. The question was raised: 'Why are women treated the way they are in the prison system?'
3. A concern was expressed about the 'hit and miss' nature of program development. Initiators set up programs with considerable enthusiasm and dedication. However, when these people left, the programs collapsed. Consequently, it was necessary, particularly in the complex gaol setting, to integrate programs into the system and have them well resourced.
4. The benefits of a prison system having its own support services were highlighted, including increased flexibility and greater ability to respond to needs.



TOWARDS THE DEVELOPMENT OF AN INTEGRATED  
CORRECTIONAL SYSTEM IN SOUTH AUSTRALIA

Mary Hyde  
Assistant Director, Programs  
Department of Correctional Services  
South Australia

The Department of Correctional Services in South Australia is committed to the philosophy and development of an integrated system.

Underpinning this commitment is an existentialist philosophy, linking all involved in the system in an endeavour to retain and develop the positive human resources in this environment in a balanced and realistic manner. The new Correctional Services Act emphasises that all decisions made are to be made taking into account the best interests of the prisoner.

Accordingly, the South Australian Department of Correctional Services, regards the Prisoners' Assessment Committee and Local Review and Security Ratings Committees as vitally important in the development of an integrated system. The data-gathering bases for these committees are very broad and comprehensive.

A significant indication of the Department's commitment to an integrated prison system is the change in title and function of the Assistant Director, Treatment Services, to Assistant Director, Programs. This could also be seen as a dramatic shift from the conceptual Medical Model, with its authoritarian mode of operation to a conceptual position that is eclectic, multi-disciplinary, developmental, and involving the prisoner as much as possible. It could also be seen as a normalisation stance.

Programs, understood in the broader sense of purposeful activities for individuals and groups are beginning to be used as a technique for prison management. It follows that there will need to be much consideration given to the various interfaces within our South Australian correctional system. Many uniformed staff have demonstrated long-standing commitment to working with professional officers from within the Department and from Education and Health Departments. Prison Industries and Prison Programs are, for example, likely to overlap in the best interests of the prisoners' management and preparation for release, perhaps even employment.

To facilitate the development of an integrated correctional system, the programs personnel are constantly consulting with all people in the system, thereby building on the tried and effective aspects of present and past prison management, and engaging the co-operation of experienced personnel at all levels.

Attached is a summary of current programs in South Australian prisons. There is more ample documentation of some particular programs available for people who would be interested in having a copy, for example, Programs for Sex Offenders in South Australia.

In conclusion, the development of an integrated effective correctional system in South Australia has begun. However, one task that is still a challenge and must be regarded as a high priority for programs, is their costing and cost effectiveness. Methods are being developed to identify and account for resources spent in the programs area with institutional managers taking a high level of responsibility for the management of these resources.

A critical factor in program development is the need to ensure that program initiatives do not outstrip financial resources nor the ability of custodial staff to understand and contribute.



CURRENT PROGRAMS

## YATALA LABOUR PRISON

Educational Programs  
 OARS  
 Aboriginal Cultural Group  
 Alcohol and Drug Addicts Treatment Board  
 Alcoholics Anonymous  
 Craft Shop  
 Prisoners' Needs Committee  
 Library Facilities  
 Sporting Activities  
 Pre-release Programs  
 Radio Programs  
 Family Living  
 Psychological Programs  
 Chaplaincy  
 Employment Program

## ADELAIDE GAOL

General Education - External Studies  
 Literacy  
 Numeracy  
 Migrant Education  
 Clay Modelling  
 Ceramics  
 Psychological Programs (eg. Social Skills Development)  
 Mural Painting  
 Chaplaincy  
 Employment Program

## CADELL TRAINING CENTRE

Country Fire Services  
 Driving Program  
 Christmas Concert Committee  
 Charity Fund  
 Alcoholics Anonymous  
 Self Development Programs  
 Golf  
 Fishing  
 Tennis  
 Basketball  
 8-ball  
 Darts  
 OARS  
 Football  
 Cricket  
 Day Leave  
 Anglican Church Chaplains  
 Industrial Hobbies  
 Welding  
 Craft  
 Literacy  
 Health

Cadell Training Centre  
(Contd.)

Personal Development  
Cooking  
Landscaping  
Theoretical Aspects to Industry  
Carpentry  
Maintenance  
Farm, eg. Poultry, Piggery, Garden,  
Trees, Vines (Employment)

PORT LINCOLN

Group Discussions with Education  
Officer  
Literacy  
Numeracy  
Welding  
Leather Work  
Butchery  
Education Courses  
OARS  
Alcoholics Anonymous  
Day Leave  
Australian Citizen Band Radio  
Monitoring Station  
Farm, eg. Beef, Pork, Mutton,  
Vegetables, Eggs, Cereals, Grain,  
Stock-feed (Employment)

NORTHFIELD PRISON COMPLEX

Women

Group Discussions  
Ceramics  
Leather Work  
Guest Speakers  
Mural  
Poetry Workshop  
Macrame  
Making Christmas  
Decorations  
Aerobics  
Hair Dressing  
Video  
16 mm Film

Men

Ceramics  
Leather Work  
Guest Speakers  
Encounter Groups  
Soccer  
Weight Training  
Pre-Release  
Hair Dressing  
Country Fire Service  
Cooking  
Video  
16 mm Film

Correspondence Courses  
Remedial Education  
General Education  
Educational Films  
Employment Program

## MOUNT GAMBIER GAOL

Keep Fit  
 Leather Work  
 Wood Work  
 Soft Toy Making  
 Adult Literacy  
 Video  
 Television  
 Garden (Employment)  
 Weight Training  
 Volley Ball  
 Snooker  
 Table Tennis

A number of these activities are solely dependant upon the resources of outside organisations for their continued development.

## PORT AUGUSTA GAOL

Literacy  
 Numeracy  
 Correspondence Courses  
 Welding  
 Weight Training  
 Jogging  
 OARS  
 Videos  
 Concerts  
 Alcoholics Anonymous  
 Cooking  
 Dress Making and varied activities  
 provided by Activities Officer.

SUMMARY OF DISCUSSION

1. Considerable support was given to prisoner programs by custodial staff in South Australia. Custodial staff have been very responsive to prisoner program needs.
2. The integrated approach applied to prisoner programs was clarified. Key features were: using budgets to integrate areas, prisoners are allocated to prisons where education courses are delivered and the focus was on the prisoner and their needs.
3. Additional information was provided during discussion about Vocational Training at Yatala. This included:
  - (i) Department of TAFE provided teachers, with 25 inmates in the program;
  - (ii) A wide range of course offerings were provided, for example, in ceramics, computers and basic education;
  - (iii) Restrictions had been placed on operations due to industrial disputes.

DEVELOPMENTAL PROGRAMS FOR DETAINEES

IN THE A.C.T.

Helen Bayes  
Director, Corrective Services  
Welfare Branch  
Department of Territories and Local Government  
A.C.T.

The only adult detention facility in the Australian Capital Territory is the Belconnen Remand Centre. When this was established, it was expected that detainees would stay for short periods of up to three months. The range of recreational and developmental facilities provided was therefore very limited. The small size of the indoor rooms and the outdoor yards has made many types of activities impossible to contemplate. Present indoor facilities exist for table tennis, snooker, darts and quoits, plus equipment for basketball, volleyball and cricket outside. There is a library supplied by the Canberra Public Library Service and small black and white televisions are available for detainees to have in their own units.

Very recently, basic literacy and numeracy classes have been introduced at the Centre by teachers from Bruce TAFE, who provide individual tutoring based on the special interests of detainees. Alterations to BRC to commence this financial year will include a large multi-purpose activities room including workshop fitments and a larger exercise yard which will be marked out as a half size tennis court.

Paid work will be available for detainees in the near future as the Centre assumes responsibility for its own meal preparation and laundry.

SUMMARY OF DISCUSSION

Discussion concentrated on clarification of the role and function of the Belconnen Remand Centre. Points made included:

1. Remand prisoners were for many years treated no differently from convicted prisoners. For this reason, the Government at the time decided a remand centre should be constructed.
2. United Nations Standard Minimum Rules for treatment of prisoners were used.
3. Recreation facilities are few because of space limitations.
4. Detainees were provided with the opportunity to contact the Ombudsman if they felt it was necessary.

DEVELOPMENTAL PROGRAMS FOR PRISONERS  
IN TASMANIA

H.J. Howe  
Acting Controller of Prisons  
Tasmania

Being a small State with a prison population of only 260, Tasmania has advantages which larger States do not enjoy. For example, all of our inmates get the benefit of more personalised treatment than is probably possible elsewhere. However, again because of smallness, we suffer disadvantages in having limited resources and it is often difficult to keep a program viable through lack of participants.

Tasmania is fortunate in having gainful employment for all fit sentenced prisoners. Unsentenced prisoners are also allowed to work and many do so.

Within a few days of entering the system, sentenced prisoners are evaluated by our education officer to establish educational needs and are interviewed by the Classification Committee when security and work placements are decided. Usually it is possible to cater for the inmates' wishes but obviously there are times when, due to unrealistic expectations, this cannot be done.

Employment opportunities for prisoners include Kitchen, Bakehouse, Laundry, Woodwork, Painting, Metal work, Tailoring, Library, Construction and Farming. Our rates of pay may seem low by mainland standards - 50 cents per day for the first six months, and 75 cents thereafter (with \$1.00 for those with special skills) of which half may be expended on the monthly canteen 'buy up'. However, we do issue all the necessities of life with a free weekly issue of tobacco, chocolates or money in lieu.

On the education side, basic education is our first priority. Contact groups are organised by a part time literacy co-ordinator provided by the Education Department and advantage has been taken of a recent influx of long term well qualified inmates (doctors, solicitors and bank managers) who are used as prisoner tutors. Internal programs in basic English and mathematics are operating on a 'homework principle'. Inmates complete consignments in their cells and then, after marking, have a face to face discussion with their tutor.

Two courses have been conducted recently under the aegis of the Education Program for Unemployed Youth. These were ten week, full time courses teaching social skills which proved very popular with inmates. Unfortunately, we have now been informed that funding from this source may no longer be forthcoming. We now hope to include segments of the E.P.U.Y. courses in other programs we run.

Correspondence courses are very well patronised and cover many and varied interests. They include trade training courses, school and higher school certificate subjects and, for the more advanced, tertiary studies. A number of inmates are working towards and will possibly complete the requirements for the award of a degree during their current sentences.

Periodically, courses are conducted which enable prisoners to gain the St. John Ambulance Certificate. They are required to make a deposit of \$15.00 before commencing the course which is then refunded to them on successful completion of the course. To date, there have been no failures.

We have been conducting three week full time Alcohol and Drug Abuse programs in our prison hospital for the past year. Due to staff shortages, they have tended to be held on an 'as and when possible' basis. Eventually, when positions for a psychologist and a nurse tutor are established we anticipate holding month long programs on a regular basis.

At present, our Apprenticeship Commission will only recognise the training given in our Bakehouse for apprenticeship purposes. However, following recent discussions with them and a thorough examination of our workshop and training facilities they are evincing a change of heart and have indicated that they are going to accept many more of our workshop training programs as being given at the level they require. Furthermore, they have indicated that following some forthcoming legislative changes they will recognise several of our activities for trade certification purposes. Naturally, if these aspirations come to fruition we will have to enhance our technical education program to keep pace.

We look forward to a challenging future for developmental programs for our prisoners in Tasmania.



NOTE:

The paper: Developmental Programmes for Prisoners in Tasmania was read to the workshop by Mr C. Bevan, Assistant Director (Training), Australian Institute of Criminology.

As no representative from Tasmania was present there was no discussion on the paper.



RESPONDING TO THE LITERACY NEEDS OF  
PEOPLE IN PRISON\*

Mark and Roslin E. Brennan  
Riverina College of Advanced Education  
Wagga Wagga New South Wales

LITERACY NEEDS - FACTS AND FIGURES

It has been assumed by many people, including warders, members of the outside community and prisoners themselves, that prisoners are less literate than the rest of the population. There are people in prison who cannot read or write and it is for these people that the education brief is to offer basic literacy instruction. But whether this justifies the assumption that either all prisoners are less learned and less articulate than the rest of the community, or alternatively that there are more non-readers and non-writers in prison than out, warrants some examination.

In a voluntary testing program in May 1983 a standard reading comprehension test (GAPADOL) (2) was filled in by 94 per cent of the population of Bendigo prison, that is 76 people out of a possible 81 at the time. Five chose, for a range of personal reasons, the free option not to do the test.

The test is a standardised adult test and gives reading comprehension age scores of between 7 years 5 months and 16 years 11 months. There are two parallel forms of the test (Form Y and Form G) and these were used equally.

Of the total sample, which is nearly the total population of a prison holding a wide range of prisoner types, 18 scored off the top of the scale; 24 scored 16 years or better; 28 scored 15 years or better; and 44 scored 12 years or better; 22 scored between 8 years and below 12 years.

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\* This article is based on a recent report to the Australian Institute of Criminology titled Literacy and Learning - The Human Factor. The publication presents and critically reviews recorded conversations with 62 inmates of five incarcerating institutions. The eleven hundred pages of transcript focus on personal and vocational literacy needs of prisoners. The (potentially) critical role of literacy education offerings in prisons and detention centres is thus focussed upon.

There were five who scored NIL and three of these were literate in their own language, but not in English.

16 or better	24
15	28
14	36
13	42
12	44
11	54
10	58
9	68
8	71
0	76

Although the test gives no indication of functioning and the real demands of dealing with the literate environment it does indicate a basic ability or existing inability to deal with reconstructing meaning from print.

The results indicate several things:

1. The scores for the sample as a whole are depressed when compared with, for example, scores on the same test of a whole group of Year 10 (16 years old) students towards the end of their school year in a New South Wales high school. (This does not include those who left school at the first opportunity on turning 15 years of age.) A comparison table is set out below.

#### GAPADOL

		Reading Age				
		16 years	15 years	13 years	12 years	11 years
NSW High School	+	56	70	85	98	97
(n = 150; Sample 99 per cent)	-	44	30	15	7	3
Bendigo Prison	+	32	37	55	58	72
(n = 76; Sample 93 per cent)	-	68	63	45	42	28

2. Given that a reading age of 11 and upwards can equip a person to read the majority of newspapers, 54 per cent of the 76 had this ability. Whether they have the critical inclination to do so is another and important consideration.
3. Given a focus on individuals, rather than populations, there is a high proportion of highly competent readers.

4. The average reading age of those who were enrolled (in anything) in the Education Centre was, at the time of testing, 11 years and 11 months compared to those not enrolled scoring an average 12 years and 9 months. The Education Centre had clients from both the top and the bottom of the reading scale catering to a slightly higher proportion at the lower end, but leaving uncontacted many potential poor performance clients. It should be noted that the patronage of the Education Centre can be an ever moving population - as indeed the populations of prisons are.
5. If we accept that a low acceptable reading age is around that age when school children, having adequately finished their schooling and join the adult working world are around 15, then more than half the prison sample fell below this.
6. If we use as a gauge the actual requirements and levels necessary to successfully pursue and complete TAFE courses then this profile of failure/success is reinforced. Over the past five years tutors and administrators charged with the responsibility of testing, administering and organising literacy help for incoming students of a New South Wales TAFE college have found that a reading age of 12 or above, as indicated by a score on the GAPADOL, is sufficient to deal with most courses. The exceptions are Secretarial Studies and Child Care which necessitate a reading age of around 13 years 6 months. Also Electrical Trades require a score of above 12 but below 13. Students who fall below these thresholds in the various areas of study are given help through the College's literacy classes and most then proceed to complete their desired course. The validity of these thresholds is confirmed by increasingly successful experience at placing and developing students. The reading age levels referred to above allow students to operate at an independent level of reading and study in the designated courses.

Given this perspective, the prison results suggest that about 60 per cent could satisfactorily perform at a level required by most TAFE courses, or better, but that 40 per cent would require special consideration and help to reach that standard.

#### LITERACY NEEDS - EDUCATION AND INCARCERATION

The results of the GAPADOL test indicate that there is a need for basic literacy instruction. There needs to be a provision for specifically adult literacy classes in order to recognise, as on the outside, that the opportunity to learn to read and write is a right and not a privilege. Other educational needs also exist within the incarcerating context, and it is the responsibility of the teachers to acknowledge and respond to these needs.

Firstly, the teachers have to recognise that everyone has both the need and the ability to make and receive messages in a tremendous variety of ways, and the situation of incarceration makes the receiving and sending of messages an issue of critical importance. The legitimacy of a variety of message formats has to be recognised before any potential for literate growth can occur. Detainees and prisoners need to be valued as individual learners, and requests for help are the initial points of contact which must not be missed, overlooked or devalued. There is also a need to recognise that requests on some occasions are inappropriate; either too specific or too generalised. The role of the teacher as an accepting guide for the learner is therefore of great importance.

On some occasions the needs as perceived by teachers and many students are overly mechanical. Students ask for mechanical literacy tasks and concentrate unduly on the tools of literacy, losing sight of its other dimensions. Slow reading pace, poor handwriting and spelling are conditions which are easy to express and do not overly commit the individual to a personalised learning situation. If the world of literacy is going to be opened up to these people, teachers need to be sensitive to a wider spectrum of literate activities into which their students can be guided. As educational practice moves slowly away from its mechanical, didactic precepts, towards a more wholesome approach to learning and the learner, it becomes obvious that teaching is about rediscovering the precepts of learning; about rediscovering constructs of wisdom.

The literacy educators should have as their aim the creation of an independent learning style. Literacy education should put people in touch with literature beyond their immediate experience and situation as well as catering to their more immediate needs.

Given some of the requests, and the nature and attendant difficulties of teaching in the incarcerating context, it is easy for teachers to slot students into mechanical and bureaucratic modes of study. The example of being able to attach a student to a computer which would diagnose problem areas and then remediate these with a set of exercises does not seem consistent with a useful philosophy of education. It is, however, consistent with notions of imprisonment and behavioural treatment. Similarly, plugging students into inappropriately vetted correspondence courses from which they frequently withdraw is an inadequate response to the needs of the learner. A more personal and truly diagnostic response is called for and ultimately will be more appreciated. After being disillusioned by the inadequacies of some correspondence materials, prisoners and detainees rarely return to the Education Centre to try again.

There is also a need for education to provide a time and a place where the solitude of literate activities can be appreciated: quiet study areas, free library access and the time to browse. In some centres this is frowned upon and regarded as an interruption to the routine of the centre. There is also a need

for detainees and prisoners to be encouraged to work together in groups so that the tools of literacy which they have acquired can be developed in a context of sharing and negotiating. An audience for writing and publishing beyond the closed confines of the detention structure is also needed to legitimise the activities and efforts of those who want to extend their communication.

Within the prison context there is a need for a reclassification or redefinition of the role of education. Education requires a higher status in the minds of all those associated with prison administration. Education has a contribution to make to all, not just some, of the inmates. The overall recommendation is that positive learning contexts have to be established in order for positive learning to take place. Part of this psychological context is the relationship established between teacher and student. Administrators, and policy makers in turn have to support education and learning as a positive enterprise rather than as a socially acceptable means of keeping the clients quiet and busy.

With reference to literacy education there is a need for a more global and holistic understanding of the human learner and his ability to make messages in a variety of ways for a variety of purposes. To conceptualise 'literacy' in terms of words and their deciphering will always be ineffective and unsatisfying. The basis of learning is the engagement between learner and material, sensitively aided by the teacher who understands that engagement. The relationship between teacher and student must be clearly committed to increasing the student's control over the material to justify calling that activity education.

There is also a need for education to make itself more attractive and to disseminate information about educational activities more broadly. Cooking classes, film showings and open days are opportunities for inmates and detainees to make contact with education in a pleasant and non-committing way. In this way the range of facilities and services which education can offer are demonstrated. These 'easing in' activities, where the individual does not have to sit at a desk and does not have to complete formal work are of immense value.

Many people recognised and stated their literacy problems and assumed total responsibility for overcoming these problems. This suggested that education needs to respond individually and appropriately rather than concentrating its efforts on devising a total curriculum for functional literacy. It is axiomatic to the process of learning that learners can develop only as a function of what they already know. Teaching is about challenging, structuring or building on that knowing. The first step in effective teaching is appreciating what the learner knows. Self assessment is of primary importance because in a system that depends on self referral, self assessment is the necessary point of departure from the track of 'living with the problem'.

The teacher who responds to a student's request for 'help with my reading and writing' by immediately enrolling him in a correspondence course, rather than sitting down with him in an effort to establish a learning partnership, is displaying a lack of confidence in his own ability and a lack of respect for his student's needs.

The most important need which education must fulfil in the incarcerating context is the need to strengthen its stance. Education must offer a real option to the operation of the institution. It must deal with its students sensitively and individually. It must offer the chance to prepare students for the world of work. It must fulfil its brief to extend the literacy capacities of those in its care. And it must attempt to encourage everyone to participate in educational activities at their own level of competence. Growth is a process of realising what makes yourself the way you are, and coming to terms with this realisation. Reading and writing are the media which make these facts obvious. Those from whom all responsibility for their environment and actions have been taken cannot be taught to regain control of their own lives and actions by the imposition of outside discipline and work oriented programs. Removal of individual liberty and personal responsibility is hardly the formula for the development of socially well adjusted human beings. Liberation can only be found in the minds of those who are imprisoned or detained and learning is the only activity which is not subject to scrutiny and control since it takes place within the mind of each individual learner. The responsibility of education is to make these facts observable, and guide its students to expressions of individual initiative about how things are for them, and how things could be different.

1. Brennan, M. and Brennan, R.E. 'Literacy and Learning - The Human Factor'. R.C.A.E. Literacy Centre/Australian Institute of Criminology; Wagga N.S.W. 1984.
2. McLeod, J. and Anderson, J. 'GAPADOL' Reading Comprehension; Heinemann; South Yarra, Vic. 1974.



SUMMARY OF DISCUSSION

1. A range of problems were highlighted during discussion concerning inmate populations: lack of previous schooling, personality disorders, short attention span and poor long term memory. All these bear on the learning potential of inmates.
2. The role of volunteers in attempts to meet prisoner literacy needs was raised. The ability of the volunteers to assess and respond to prisoner needs was discussed.
3. The atmosphere within the education classroom or centre was considered to be vital in encouraging inmate participation. A sense of security and challenge in what was being done were raised as key issues in encouraging inmates to persist with their studies.
4. Education should offer a real option to the operation of the institution. It must deal with the student's sensitivity and individuality.

NOTE

*Literacy and Learning - The Human Factor (including appendices) (1984) a written report by M. and R. Brennan on literacy needs and abilities of inmates is available from:*

*The Literacy Centre  
Riverina College of Advanced Education  
P.O. Box 588  
Wagga Wagga N.S.W. 2650*



APPENDIX I

PARTICIPANTS LIST

AUSTRALIAN INSTITUTE OF CRIMINOLOGYDEVELOPMENTAL PROGRAMS FOR PRISONERS

2-5 October 1984

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