

2 The framework for education and training in corrections

The following section outlines and analyses the current administrative, policy and funding framework for corrections and for education and training provision within this setting. The main policy and funding issues are identified along with the implications of these issues for prisoners, prisons and the corrections system as a whole.

2.1 Administrative arrangements

2.1.1 The Victorian corrections system

The OCSC develops and sets strategic direction, policy and standards for Victoria's corrections system. It undertakes business planning, prison infrastructure planning, development and implementation. It monitors and reviews the delivery of correctional services by both public and private providers, manages prisoner sentences including assessment and classification and placement.

There are currently 13 prisons¹² operating in Victoria, with two additional prisons scheduled for construction by 2005.

CORE, the Public Correctional Enterprise, manages 60 percent of the prisoner population in 11 prisons (Ararat, Barwon, Beechworth, Bendigo, Dame Phyllis Frost Centre, Dhurringile, Langi Kal Kal, Loddon, Melbourne Assessment Prison, Tarrengower, and Won Wron), while Australasian Correctional Management manages Fulham Correctional Centre and Falck manages Port Phillip Prison.

Figure 1 outlines the various prisons in the Victorian Corrections system.

Issue: Differential arrangements exist in the funding, provision and accountability for education and training between public and private prison systems. These variations in arrangements impact on the way the education and training occurs within each prison and creates inequities within the corrections system.

¹² See Table in Appendix B

PUBLIC SERVICES

The Review of Education and
Training Provision in Victorian
Prisons - The Way Forward
31 March 2003



Figure 1: The Victorian prison system

Name	Location	Operator	Security Level	Capacity	Prison profile
H M Prison Ararat	Ararat	CORE	Medium	290	Includes a high proportion of sex offenders . It includes a treatment facility for sex offenders.
H M Prison Barwon	Lara	CORE	Maximum	324	Includes a 20 bed facility for high security prisoners and a 60 bed facility for maximum security protection prisoners. Barwon is the only maximum security prison located outside the metropolitan area.
H M Prison Beechworth	Beechworth	CORE	Medium	132	Aims to provide meaningful work, offending behaviour programs and education. The prison provides a bridging service for prisoners who need to develop independent living skills within a mainstream correctional environment.
H M Prison Bendigo	Bendigo	CORE	Medium	82	Accommodation for prisoners assessed as suitable for treatment in the area of substance abuse and addictive/compulsive behaviours.
H M Prison Dhurringile	Murchison	CORE	Minimum	122	Pre-release focus which involves prisoners engaging in both on-site employment and meaningful community reparation via community assistance programs.
Fulham Correctional Centre	West Sale	Australasian Correctional Management	Medium / Minimum	650	Predominantly mainstream prisoners, with drug and alcohol treatment unit and protection unit. Accommodation is a mix of medium security cell blocks, medium security lodges and minimum security cottages.
H M Prison Langi Kal Kal	Trawalla	CORE	Minimum	100	It is a large working farm and is a minimum security pathway for protection prisoners from Ararat.
H M Prison Loddon	Castlemaine	CORE	Medium	310	Mainstream prison which emphasises release preparation and drug-free lifestyles. Also offers placement and support for HIV positive prisoners and for intellectually disabled prisoners

PUBLIC SERVICES

The Review of Education and
Training Provision in Victorian
Prisons - The Way Forward
31 March 2003



Name	Location	Operator	Security Level	Capacity	Prison profile
					undergoing release preparation.
H M Melbourne Assessment Prison (MAP)	West Melbourne	CORE	Maximum	282	The statewide reception facility providing assessment and orientation services for all male prisoners received into the prison system. A 15 bed secondary psychiatric facility (the Acute Assessment Unit), which caters for all of the State's male prisoners, is also located at MAP.
Dame Phyllis Frost Centre (DPFC)	Deer Park	CORE	Maximum	125	Reception, maximum security, medium security and specialist accommodation for remand and sentenced women prisoners. DPFC also has two special cell blocks housing 20 prisoners each. One is designed for protection prisoners and the other houses prisoners with a history of poor behaviour.
Port Phillip Prison	Laverton North	Group 4 Correction Services Pty Ltd	Maximum	680	Mix of remand and sentenced, mainstream, protection and specialist accommodation for high, maximum and medium security prisoners. In addition, the prison operates a 20 bed inpatient hospital unit.
H M Prison Tarrengower	Maldon	CORE	Minimum	38	Minimum security women's prison with an emphasis on release preparation and community integration. Tarrengower is the only minimum security female prison in Victoria.
H M Prison Won Wron	Won Wron	CORE	Minimum	127	Minimum security prison farm focusing on reparation and community work.

2.1.2 Provision of education and training

'Collaborations between the government departments jointly sponsoring the Review are central to future directions and outcomes in this area'.

Submission to the Review of Education and Training
 Provision in Victorian Prisons
 Caraniche Pty Ltd

Education centres, operated by the TAFE Institutes¹³ in Figure 2, provide a range of government-funded education and training programs in each prison. Education Centre staff are employed by the relevant TAFE Institute.

Figure 2: Education providers by prison

Education Provider	Prison
University of Ballarat	Ararat Langi Kal Kal
Bendigo Regional Institute of TAFE	Bendigo Loddon Tarrengower
Central Gippsland TAFE	Won Wron
Gordon Institute of TAFE	Barwon
Goulburn Ovens Institute of TAFE	Beechworth Dhurringile
East Gippsland Institute of TAFE	Fulham Correctional Centre
Kangan Batman Institute of TAFE ¹⁴	Melbourne Assessment Prison Port Phillip Dame Phyllis Frost

The current arrangements for education and training were put in place following a transfer of responsibility for prison education from the Schools Division of the Ministry of Education to the State Training Board in 1989. The transfer was effected as part of a broader clarification of the responsibilities of the schools and TAFE sectors, and to ensure that adult prisoners were able to access programs appropriate to the learning and employment needs of adults.

The Office of Training and Tertiary Education (OTTE) in the Victorian Department of Education & Training (DE&T), as part of its responsibility for the allocation of public funding to TAFE Institutes, funds vocational education and training provision in prisons.

¹⁴ Kangan Batman Institute of TAFE also provides education and training at the Thomas Embling Hospital, Victoria's forensic mental health facility.

For private prisons, funding is managed directly via a service contract between the prison provider and TAFE Institute. A direct allocation from OTTE is provided to the private prison providers to purchase vocational education and training outcomes from the TAFE Institutes.

Issue: The involvement of two departments in the management of education and training provision in prisons – OCSC and DE&T creates a complex operational environment for the provision of education and training within prisons. The lack of a clear and agreed framework for education and training provision that outlines its aims and objectives and links these to the wider corrections and education policy objectives means that ambiguity exists as to the role, and relative merits of, education and training in the corrections system.

2.1.3 Governance and accountability

Under Section 8a of the Corrections Act 1986, the Correctional Services Commissioner is responsible for 'monitoring performance in the provision of all corrections services to achieve the safe custody and welfare of prisoners and offenders' and, under section 21 of the Act, individual prison governors are responsible for 'the management, security and good order of the prison and the safe custody and welfare of the prisoner'.

However, managers and staff in prison education centres are formally accountable to the relevant TAFE Institute. TAFE Institutes in Victoria are independent statutory bodies accountable to the Minister for Education and Training.

In private prisons, where funding flows from the prison to the TAFE Institute, the TAFE Institutes are also 'contractually' accountable to the prison operator for funding received by the operator from OTTE.

In most prisons, the education centre manager is either a member of, or participates in, meetings of the senior management team within the prison. Currently, this arrangement is at the discretion of each prison General Manager rather than as a result of a formal arrangement across the corrections system.

Issue: The direct involvement of two different government departments and TAFE Institutes with statutory independence inevitably creates a complex governance arrangement, competing objectives and a range of accountabilities.

2.2 The policy framework for education and training

The Government is committed to building opportunities for quality education and lifelong learning, as education opens the door to high quality jobs and improves life chances.

Growing Victoria Together
Victorian Government 2001

Priority actions for achieving this vision include the improvement of participation and achievement in education and the expansion of training and life long learning opportunities for all Victorians. The Victorian Government's broader education objectives and the policy settings for the Vocational Education and Training (VET) system apply to TAFE as the public provider and have a direct influence on education and training delivery in prisons.

2.2.1 VET

In May 2002, the Minister for Education and Training issued a Ministerial Statement: *Knowledge & Skills for the Innovation Economy (Kosky, Future directions for the Victorian Vocational Education and Training system, 2002.)* The Statement outlines the role for the Vocational Education and Training (VET) sector in Victoria in meeting the challenge of this vision. The statement identifies new kinds of broadly based *generic* skills, such as communication; problem solving and the ability to learn that are essential in a knowledge-based 'Innovation Economy'.

The VET system is identified in the Ministerial Statement as '...a pivotal player in lifelong learning,' and with Adult Community Education, it provides a 'variety of adult learning experiences, particularly a way back into formal education and work.

In the VET system, courses in vocational areas are based on the relevant national competency standards and, in other non-vocational areas, must meet the required learning outcomes documented under the requirements of the Australian Qualifications Framework (AQF)¹⁵. Outcomes include both full qualifications and course modules. These arrangements are designed to ensure that outcomes are portable, are recognised by other Registered Training Organisations and have standing in industry. Since 1994, consistent with the Corrections Policy and Management Standards, there has been a progressive shift in prison education courses towards those accredited under the AQF.

¹⁵ TAFE Institutes hold appropriate *scope of registration* to deliver the programs.

Issue: No specific policy framework exists outlining the role of education and training for prisoners as part of the wider vocational education and training system. The lack of such a policy framework creates ambiguity for policy makers, funders and also for providers. The lack of a clear policy framework can also result in the education and training needs of prisoners being marginalised.

2.2.2 Corrections policy framework

The Corrections Act 1986, Version No. 045, section 47 states that prisoners have:

'...the right to take part in educational programs in the prison.'

The Standards for Men's Prison's in Victoria (OCSC, 1996) states that prisoners are to be:

'...given opportunities to develop skills necessary for effective participation in the labour market after their release.'

The standards also refer to *'the right of prisoners to continue training as they move through the prison system'* and for qualifications obtained to have national (sic) or state accreditation. These standards also refer to the right of prisoners to pursue part-time studies with outside education providers.

Under the Correctional Policy and Management Standards, all prison operators must provide a schedule that addresses the wide range of needs within the prisoner population. Prison education and training provision is part of the system's 'structured day' schedule that enables prisoners to participate in a minimum of four hours accredited education/training each week.

Issue: The establishment in legislation of a prisoner's 'right' to education versus their assessed need for education and training to reduce the likelihood of the prisoner re-offending, creates a tension in the provision of education and training. This is further intensified by the lack of a clear policy framework for education and training and the finite resource base available for provision.

2.3 The operational policy framework

2.3.1 Prisoner management

'Education and vocational planning for the individual is not generally part of the sentence management process. There would be considerable value in better integration of these processes.'

Submission to the Review of Education and Training
Provision in Victorian Prisons
Kangan Batman Institute of TAFE

'A strategy of intervention must commence at the point of sentencing'

Submission to the Review of Education and Training
Provision in Victorian Prisons
Global Education Enterprises

The purpose of prisoner management, as outlined in the Correctional Policy and Management Standards, is to effectively:

- Control and supervise prisoners in a humane and just manner while maximising the protection of the community;
- Provide for the personal safety of staff and prisoners through a prison environment that aims to protect the physical and emotional well-being of individuals;
- Encourage prisoners to develop responsibility for their actions and to develop ethical values that reinforce law-abiding and non-violent participation in the community; and
- Provide prisoners with opportunities for rehabilitation.

Prisoner management commences at an offender's point of entry into the prison system and extends through to the prisoner's completion of their sentence and exit from the system.

The process of case management supports prisoner management. Case management includes assessing a prisoner's needs; identifying the appropriate prisoner goals and the steps required to achieve these goals; providing links, advocacy and liaison with external services; and monitoring and reviewing treatment.

Individual Management Plans (IMPs) are an integral part of the day-to-day management of prisoners. IMPs specify the needs, goals and rehabilitation strategies for each prisoner while they are in custody.

Informing the IMPs is an assessment of the 'criminogenic' needs of prisoners. This assessment focuses on identifying the factors that contribute directly to offending behaviour. The assessment process identifies the needs and key risk factors for the prisoner, as well as identifying the nature of interventions that are to be undertaken.

This targeted approach allows for a differentiated case management based on multiple pathways and programs to address prisoners' needs.

Programs are differentiated on the basis of assessed risk and need:

- Level 1, Basic (low risk/low needs);
- Level 2, Intermediate (moderate risk/moderate needs); and
- Level 3, Intensive (high risk/high needs).

Progress is monitored and reviewed continuously and prisoner IMPs amended as required.

Issue: With a lack of policy clarity about the role of education and training in reducing re-offending and the competing operational requirements in effective prisoner management (that is the need for safe containment, access to programs to address those factors that contribute to re-offending behaviour), prisoner management within the corrections system often occurs without due regard to the educational and training needs of prisoners. Frequently, the safe containment of prisoners becomes the primary driver rather than access to programs to reduce re-offending. In recent times, this has been further aggravated due to the overcrowding within the prison system due to the significant growth in prisoner numbers.

2.3.2 The structured day

'It is necessary to recognise that tension exists between the pursuit of education/training and prison regimes, since such programs focus on the potential in offenders and encourages their participation and choices.... The realities of the prison system are that the custody-treatment dichotomy can often prove to be a procedural hurdle to the implementation and availability of meaningful education programs and training courses.'

Submission to the Review of Education and Training
Provision in Victorian Prisons
Caraniche Pty Ltd

According to the Correctional Policy and Management Standards, all prison operators must provide a schedule that addresses the wide range of needs within the prisoner population. The individual prisoner IMPs inform this process.

In achieving this end, each prison must:

- Provide regimes to meet the needs of the diverse prisoner groups at the prison;
- Provide all prisoners with a minimum of 12 hours out of their cells each day;
- Provide work for sentenced prisoners for at least six hours per day, 10 days per fortnight;
- Enable all prisoners to participate in a minimum of four hours accredited education/training each week;
- Maximise involvement in programs and activities; and
- Account for the needs of specific prisoner groups.

For prisoners placed in a management or security unit, regimes that include a minimum of eight hours out of cell time and four hours of meaningful work and/or program activity per day must be provided.

Issue: Given that all prisoners are expected to work, and participate in programs to address their offending behaviour, clashes can occur between the demands of prison industries, the requirements of other programs (for example: drug and alcohol programs and behavioural management programs) and the desire or need for education and training.

Such 'competition' for the prisoners' day results in decisions being made about the relative merits of various activities. Responsibility for making the decision related to a prisoner's day rests with prison management. The lack of policy clarity about the role of education and training in reducing re-offending and its commensurate integration into the corrections operational management framework exacerbates this issue.

2.3.3 Prison industries

'TAFE providers should examine the feasibility of introducing TAFE vocational courses tied with existing prison industries'.

Submission to the Review of Education and Training
Provision in Victorian Prisons
Prisoner, Barwon Prison

PUBLIC SERVICES

The Review of Education and
Training Provision in Victorian
Prisons - The Way Forward
31 March 2003



'Education in prisons provides an opportunity to learn basic skills. However many will not accept the classroom and the teaching should occur in the workplace where the need is recognised for numeracy (quantities, measurement) and literacy (description, recording, documentation).'

Submission to the Review of Education and Training
Provision in Victorian Prisons
Prison Industry Advisory Committee

As part of a prisoners' structured day, the Correctional Policy and Management Standards require all prison operators to provide prison industries so all sentenced prisoners can work. Prison industries are expected to provide prisoners with the opportunities to develop the necessary skills for effective participation in the labour market after their release. However, some prison industries require only low levels of repetitive skills (e.g. assembly of basic furniture and sewing) and do not provide the same opportunities for effective integration of work and learning as others.

Prisons are required to enable prisoners to participate in accredited training associated with their work and that the nature of the work should assist prisoners to gain skills that will enhance their chances of employment on release. Again, skill requirements vary across these jobs.

Occupational health and safety training is required across all industries and jobs undertaken in prisons.

The range of activities associated with prison industries varies from prison to prison. Prisoners are permitted to work in service areas, such as the kitchen, laundry, cleaning, maintenance, and gardening.

There is a level of coordination between the objectives and policies of prison industries and education and training provision. For example, the Victorian Prison Industry Advisory Committee Strategic Plan for 2002-04 lists two of its key performance measures as:

- An increase in the overall skill levels acquired by prisoners through better assessments of prisoner work skills upon entry to the prison system assessed against skills on release.
- Enhanced planning for prisoner participation in vocational training and module completions, including literacy and numeracy programs through the building of closer working relationships with the Department of Employment, Education and Training.

In practice, however, the degree of coordination between prison industries and education is variable between individual prisons. This is in part due to the nature of work undertaken, the degree of integration between prison industry and education staff, the physical layout of the prison and the general culture with

the individual prison in terms of its perception of the role education plays in reducing re-offending.

Issue: Due to the commercial nature of prison industries, the type of work available and, at times, the production requirements associated with such work, the capacity for a closely integrated approach between education and training and prison industries can become inhibited.

The differing management, accountability and performance requirements between prison industries and education and training, and the prison as a whole (eg. the performance requirements associated with the structured day) can often make it more difficult and, in practice, work against a more integrated approach.

2.4 Planning

'The TAFE College was remote from the prison... There seemed to be little coordination between the College and the prison and there was a fair degree of certainty that the College placed the needs of prisoners well down its list of priorities. For the College the need for enrolments seemed to dominate....'

Submission to the Review of Education and Training
Provision in Victorian Prisons
Ex- prisoner Langi Kal Kal

Planning for education provision occurs at individual prisons and on a system-wide basis.

Following the transfer of prison education from schools to the then State Training Board (STB) in 1989, a Corrections Industry Training Board¹⁶ was established under a joint agreement between the STB and the Office of Corrections to provide advice on needs and priorities for education and training in prisons. The model was based on the role of State Industry Training Advisory Boards (ITABs). The Corrections Industry Training Board endorsed the Annual Training Plan prior to its approval by the Correctional Services Commissioner (or equivalent under previous arrangements).

However, the Board has now not met for some time, and there is currently a vacuum in this area. The Corrections Education Management Consortium

¹⁶ Note the Advisory structures were reviewed in 2002 and the Corrections ITB no longer exists.

(which is comprised of the heads of the prison education centres or the Associate Directors of the TAFE Institutes, Department of Education and OCSC representatives) (CEMC) in a *de facto* sense has assumed the role of the Corrections Training Board as the primary source of advice on education and training issues across the corrections system. In taking on this role, the CEMC has provided leadership and guidance in an environment where such direction was lacking, and they have actively focussed on service improvement strategies for education and training provision across the corrections system.

The CEMC assists in the development of the training plan, and the OCSC compiles the plan and transmits it to OTTE.

The plan identifies major priorities and strategic issues for corrections education in the following year. The plan serves as the major input to the broader OTTE planning and resource allocation process. The Correctional Services Annual Training Plan reflects the individual plans developed by each education centre within each prison in terms of required delivery levels and major issues and needs.

Individual education centre plans inform planned provision and resource levels for the following year through the contract with the prison manager in the case of private prisons, or in the case of public prisons, as part of the broader TAFE Institute performance and funding agreement with OTTE.

Issue: Planning for corrections education is more consistent with the internal resource bidding, planning and priority-setting process that takes place within TAFE Institutes, rather than the externally driven assessment of need and statement of required outcomes undertaken by Industry Training Advisory Bodies in VET more generally.

2.5 Funding

OTTE is responsible for funding education provision in prisons. Expenditure of \$6.4 million in 2001 compares with expenditure of \$5.3 million in 1994.

Issue: Funding levels have remained constant (except for cost of living adjustments) even though the prison population has increased substantially in recent years.

It is estimated that in 2001, \$4.5 million was spent in public prisons and \$1.8 million in private prisons. These estimates are shown in the following Figure 3.

Figure 3: Corrections Education Expenditure 1994 - 2001

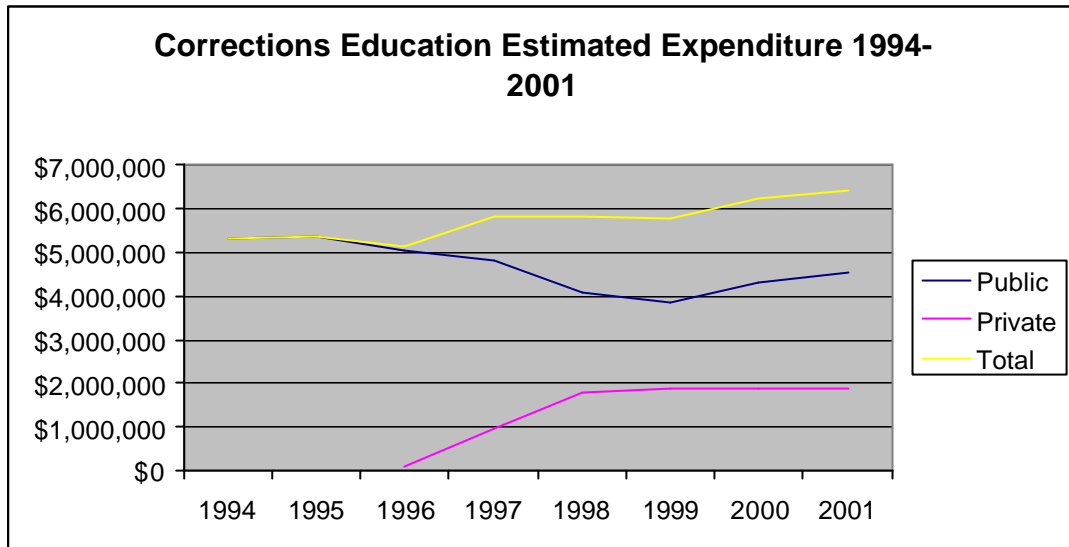


Figure 3 is based on an extrapolation of the prices that operated prior to the year 2000. Until 2000, funding for corrections education and training in public prisons was identified as a specific item within the performance and funding agreements between the Institutes and OTTE. However, since 2000, only a minimum level of delivery for prisons education and training has been included in the performance and funding agreement. In 2003, these requirements for minimum levels of delivery have been removed altogether as part of a broader process of providing Institutes with greater flexibility in the management of their resources.

Issue: The increasing integration of funding for prison education and training into Institute budgets, without a clear policy framework or agreed allocation process, creates an issue in the corrections system in ensuring that adequate resources are available for prison education and training. It is likely that this change may have significant implications for planning and accountability in future years in that it will be more difficult to identify planned levels of activity and funding dedicated to corrections education in individual institutes and across the TAFE system as a whole.

2.5.1 Public/private prison 'funding'

'Funding of education and training is non-consistent across facilities with dramatic differences between privately and publicly managed settings.'

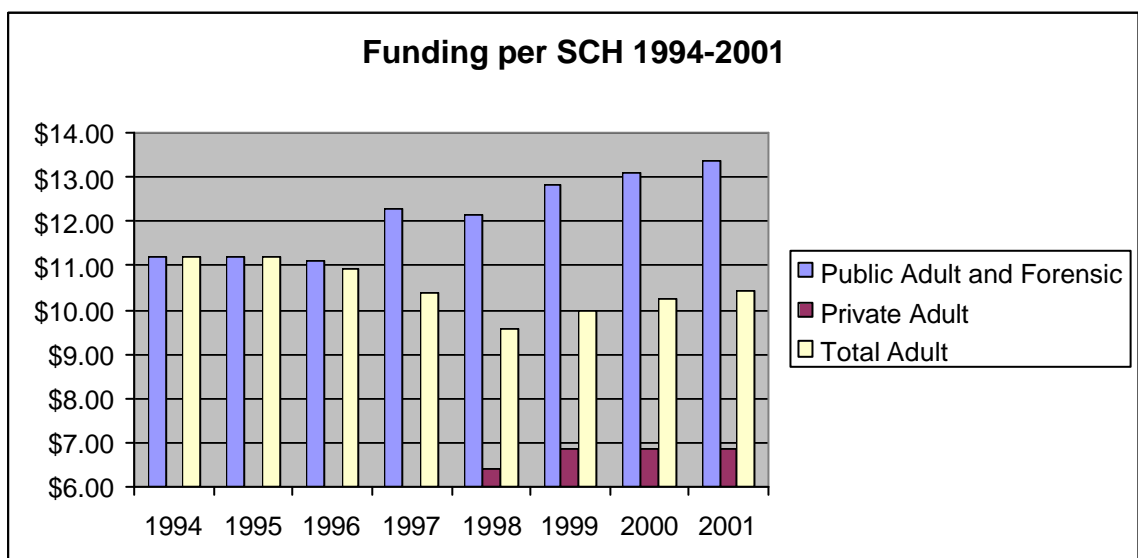
Ratios of services provided to offender populations also show great variations.'

Submission to the Review of Education and Training
 Provision in Victorian Prisons
 Kangan Batman Institute of TAFE

There is also a significant difference in funding levels per student contact hour between public and private prisons. This variation results from an expectation at the time that arrangements with private prison operators were negotiated, that private prison operators would, as part of their commercial contracts, contribute to the infrastructure costs of education and training provision. Consequently, the operators were paid an 'industry' price; that is the rate paid to industry providers in other areas rather than the rate paid to education centres in public prisons.

The following Figure 4¹⁷ highlights trends in funding per student contact hour (SCH) since 1994 and the major variation between funding for public and private prisons. The graph highlights the extent to which reductions in average funding rates have been achieved by increased provision in private prisons at substantially lower rates per student contact hour; that is growth in provision could not have been sustained at the rate applying to public prisons.

Figure 4:Funding per SCH 1994-2001



The anomaly in funding levels in public and private levels was also raised as a major issue during the consultation process. The *Independent Investigation into*

¹⁷ Data source 'financial data' OTTE 2002

the Management and Operation of Victoria's Private Prisons (2000) (The Kirby Report), acknowledged an urgent need to review the funding provided for prisoner education and supported the Victorian Government's Drugs Policy, Crime Prevention and Corrections Cabinet Sub-committee proposals for changes in the way education and training was provided in prisons. In addition, the Kirby Report recommended that the Department of Education & Training¹⁸ ensure that the price paid for the delivery of education and training in prisons does not discriminate between public and private prison sectors in the future.

The Government has not formally endorsed the recommendations of the Kirby Report, but all stakeholders acknowledge the need to fund education provision on a consistent basis.

Issue: The variation in funding rates between public and private prisons has the potential to create inconsistencies across the corrections system and may undermine the 'pathways' objective as continuing access to education and training in response to assessed prisoner needs, between public and private prisons, cannot be assured.

2.6 Performance management

There are a number of 'standards' under the current performance management framework that apply to education provision. These are:

- The 4-hour minimum access to education programs per week as part of the structured day;
- The outputs required of private prison operators;
- Reporting requirements for education centres within the Institute and from public prisons to CORE; and
- Program outcomes in terms of competency or learning outcomes for individuals.

Current service delivery outcomes (SDOs) that are agreed with all prisons include enrolment and completion targets in adult basic education and vocational training. In private prisons, these outcomes are reflected in the Prison Services Agreement and are related to performance payments under those agreements. These required outcomes are reflected in Appendix B.

¹⁸ Formerly the Department of Education, Employment and Training.

New Service Delivery Outcomes, due to come into effect in July 2003, refer to module completions (which measure completions by individual prisoners of specific course modules) in vocational training and adult basic education *for prisoners requiring ABE (Adult Basic Education) in their IMP*.

In addition to these performance measurement requirements, each education centre is also accountable within the TAFE Institute for specific outcomes including the achievement of student contact hour targets and completion rates. Other measures, including student and employer satisfaction levels, student destinations and employment outcomes, apply within the broader VET system more generally. Most Institutes are also developing more sophisticated measures of their broader economic and social contribution. As such, module completions are only one of a number of possible indicators that could be used to monitor and assess outcomes from prison education.¹⁹

Though module load completions are a highly relevant indicator for aggregate reporting purposes by prisons to OCSC, and for the corrections system as a whole, an exclusive focus on module load completions can have unintended and unwanted consequences with completion rates, rather than prisoner outcomes being the key driver for performance.

In addition, relationship between some existing standards and other measures of performance for corrections is unclear. For example, a prisoner's statutory right to education is not translated in any meaningful way into standards or provision. This can create a tension between an expectation of access to education programs and the need to target programs to those assessed as most in need and most likely to benefit.

In the informal review of education and training provision undertaken by CORE in February 2003, the following issues were noted in relation to the current SDOs, including:

“There are also concerns raised by both prison staff and TAFE providers as to the desirability of the current SDO's given the SDO's:

- *do not take into consideration the greater demand for vocational training;*
- *do not sufficiently take account of the disparate length of adult basic education modules compared to vocational training modules. The length of the programs have significant impact on the resource allocation required for each type of program;*
- *do not adequately account for different prison profiles;*

¹⁹ The implications of this framework are discussed in more detail in section 3.3 (where actual performance data related to enrolments and participation are examined) and section 3.5 (where outcomes are examined).

- *use terminology that is ambiguous in the TAFE environment; and*
- *have no consistent counting or measurement protocols.”*

Issue: There is an inadequate performance measurement framework for education provision in prisons. It does not appear to be integrated with the wider performance measure framework for individual prisons and the prison system as a whole. The focus on inputs rather than outcomes for prisoners further restricts the value of what is being measured.

2.7 Conclusion

The current policy and funding frameworks for education and training provision in the corrections system have a range of inherent issues that do not necessarily facilitate the effective provision of education and training for prisoners nor respond to their specific needs. In summary, the key policy and funding issues include:

- A complex operating environment involving two government agencies – OCSC and DE&T – with no jointly agreed and integrated framework for managing education and training provision in the corrections system;
- Differential arrangements between public and private prison providers in the funding, provision and administration of education and training;
- The lack of a clear policy framework that links education and training to the overarching goals of the corrections system, specifically the role education and training has to play in reducing re-offending;
- The involvement of two government departments and TAFE Institutes with statutory independence in the planning, funding and provision of education results in complex governance arrangements, competing objectives and a range of accountabilities;
- The legislative right of prisoners to education and training and the need to differentiate program provision based on needs and risk to ensure that those prisoners with a high likelihood of re-offending can access programs to redress these drivers;
- Ensuring the effective operational management of the corrections system through effective prisoner management while concurrently ensuring those prisoners with the highest identified needs have access to education and training to help reduce the likelihood of re-offending;
- Competition for prisoners’ time between programs, whether to meet the operational needs of the prison or the various needs of the prisoner.

PUBLIC SERVICES

The Review of Education and
Training Provision in Victorian
Prisons - The Way Forward
31 March 2003



- The lack of integration and coordination between education and prison industries minimises the opportunity for skill development of prisoners for employment;
- The lack of an effective joint planning mechanism for current and future education provision;
- Lack of an agreed allocative process for individual TAFEs in determining the nature and degree of education provision to be made available for the prison system;
- Funding levels that have not kept pace with significantly increasing prisoner numbers effectively reducing the available funding pool for resourcing individual prisoner education;
- Variation in funding rates between public and private prisons has the potential to create inconsistencies across the corrections system and may undermine the 'pathways' objective as continuing access to education and training in response to assessed prisoner needs, between public and private prisons, cannot be assured;
- Inadequate performance management standards that focus primarily on inputs rather than outcomes;
- Inadequate definitional and counting protocols to ensure consistency of performance reporting across education providers and the corrections system as a whole; and
- Inadequate integration of the performance measures for education with other performance measures used for individual prisons and the prison system as a whole.