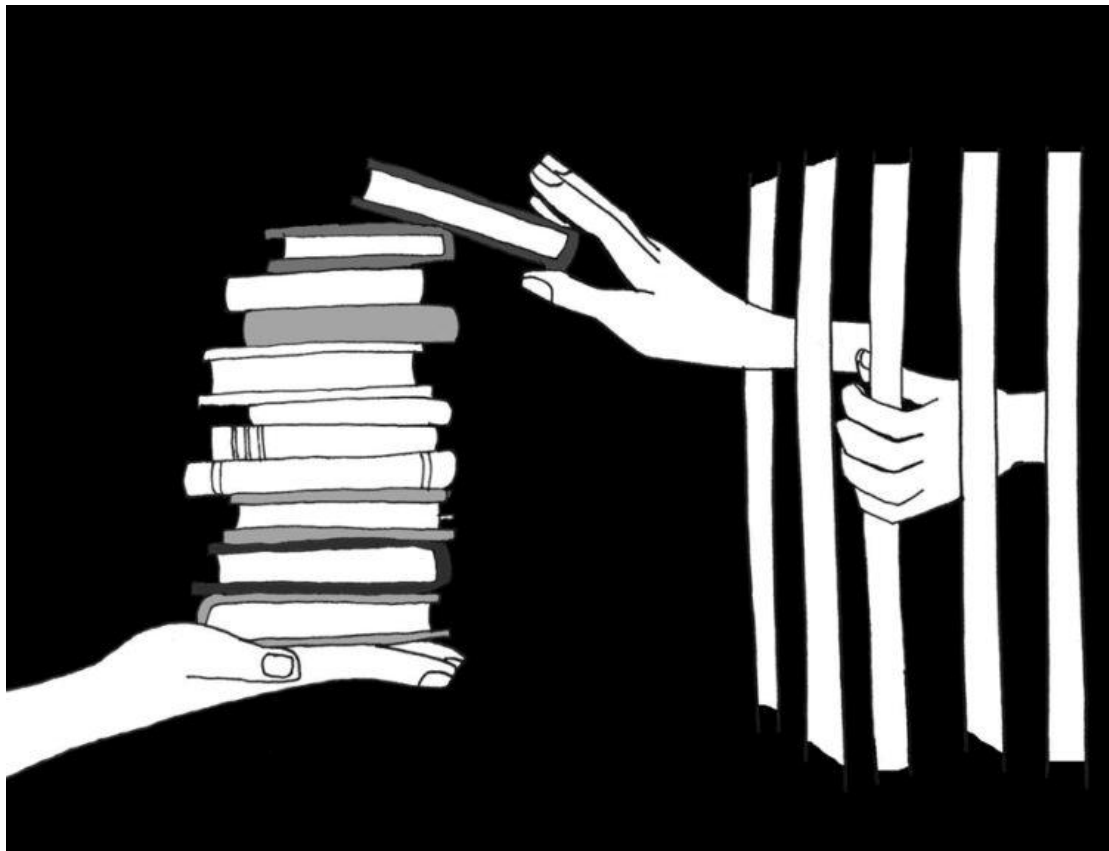# Methods for Evaluating the Quality of Prisoner Education

Community Justice Coalition 2018

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1. Executive Summary

Access to quality educational services in prisons plays a pivotal role in reducing recidivism and facilitating social integration of formerly incarcerated individuals after their release. [1] However, prisoner education remains largely unregulated, particularly in light of its recent privatisation by the New South Wales (NSW) Government. [2] Currently, the NSW Government delegates the role of educating inmates to third party providers, namely BSI Learning who won the contract as the main education provider in May 2017.[3]

The significance of education in prisons has widely been documented in both national and international literature. The recent Rand Report found that inmates who participated in educational activities were 43% less likely to reoffend. [4] More significantly, inmates who participated in education schemes saw an improvement in their self-esteem, confidence, mental health, and employment opportunities. [5] Additionally, completion of educational classes has been shown to reduce the proportion of time ex-prisoners spent on welfare. [6] These findings highlight the necessity of ensuring that education services in prisons are effective and provide a platform for prisoners to gain better education.

Research into the prisoner education industry has revealed that the standards and procedures for evaluating quality are elusive and often misleading. Historically, there has been little to no standardised guidance or procedural framework by which the quality of prisoner education could be evaluated. Often affected by the politics of education and the various stances of political party agendas within this area, the varied and dynamic ambits of prisoner education have not been solidified into a stable body of legislation/regulation and have hence remained enigmatic. Recent research

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[1] Lois M. Davis, Robert Bozick, Jennifer L. Steele, Jessica Saunders, Jeremy N. V. Miles, 'Evaluating the Effectiveness of Correctional Education: A Meta-Analysis of Programs That Provide Education to Incarcerated Adults'. *Rand Cooperation, (*2013) < www.rand.org/pubs/research_reports/RR266.html>
[2] Justice of New South Wales Government, *Corrective Services NSW* (2018).
< https://www.correctiveservices.justice.nsw.gov.au/>.
[3] Ibid.
[4] Davis et al, "Evaluating the Effectiveness of Correctional Education: A Meta-Analysis of Programs That Provide Education to Incarcerated Adults" (Santa Monica, CA: RAND Corporation, 2013).
[5] Diseth et al, "Education of prison inmates: course experience, motivation, and learning strategies as indicators of evaluation" *An International Journal on Theory and Practice* 3, 201
<https://www.tandfonline.com/doi/abs/10.1080/13803610801956614>.
[6] Giles, Margaret. Whale, Jacqui. (2016)'Welfare and Recidivism Outcomes of In-Prison Education and Training.' P8 http://crg.aic.gov.au/reports/1516/33-1213-FinalReport.pdf

reveals that this inability to quantify the quality of teaching resources within the prison system reveals the existence of a research gap in how these methods of education are assessed in relation to their efficacy, optimisation of resources, and reduced recidivism conversion. Given the limited scope of the literature and constricted meta-analyses, it is often difficult to assess whether the prison education regimes are meeting its aims, given there is no clear definition of what success in this area entails, although many have suggested success to embody reduced recidivism conversion rates. What is unequivocally clear is that this area remains nebulous and requires stringent reform to ensure transparency and accountability given the successful rehabilitation of inmates is at stake.

This report serves to explore and discuss the various methods of assessing the quality of the delivery of educational services, and concludes with a proposed method of assessing education within the prison context based on the limitations arising from the current system.

The current national government method of assessing prisoner education is unitarily concerned with the "number of prisoners participating in one or more accredited education and training course under the Australian Qualifications Framework, as a percentage of those eligible to participate."[7] This overtly quantitative key performance indicator (KPI) ignores other qualitative indicators. These include certification of courses, successful outcomes, appropriateness of the prisoner's interests, quality of the courses offered, quality of teaching staff, prisoner experience and learning strategies used. It is suggested that new national KPIs should give effect to the importance of education quality and ensuring accountability.

The introduction of a new KPI based on an objective, online, independent NAPLAN-style benchmarking assessment will provide a hybrid quantitative and qualitative factor-based model to measure the effectiveness of prisoner education.

KPI's should include the following: standards of teaching, outcomes of the programs, student evaluation and teacher self-evaluation.

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[7] Productivity Commission, "Report on Government Services" (2018), p8, 10, https://www.pc.gov.au/research/ongoing/report-on-government-services/2018/justice/corrective-services/rogs-2018-partc-chapter8.pdf.

1. Standards

Standards are a key factor in evaluating the quality of both mainstream education and prisoner education. Standards provide "useful tools for making judgements about the effects of teachings"[8] as they allow for more informed decisions on the quality of teachers. Furthermore, standards established within the curriculum can function as a benchmark for the requisite knowledge of teachers, and enable them to convey such knowledge in a practical way.[9] They ensure the creation of a shared language between teaching staff and the various stakeholders in prisoner education, thereby allowing the alignment of teachers, prisoners and the government with the outcomes of the course.[10] It is necessary that standards surrounding the requirement of specialist teaching qualifications, time allocated per student and the form of delivery are implemented in a similar manner to standards within mainstream education. This is necessary because whilst there are requirements for measuring standards in mainstream education, similar requirements for measuring standards in prisoners' education are considerably lacking. With public education becoming increasingly selective about the quality of teachers, the necessity of qualified teachers for prisoner education should be scrutinised just as heavily.

BSI Learning currently employs Certificate IV qualified trainers who are paid $32/hr, as opposed to university-qualified teachers who are paid $52/hr. Certificate IV qualified teachers are not qualified to work in schools within the mainstream education framework. This is a significant demarcation of the poorer quality and standards of teaching in prisons when compared to mainstream education. Furthermore, university-qualified teachers, by virtue of their extensive training, have acquired the ability to personalise and tailor the curriculum to the specific student needs. As demonstrated by the first Australian Institute of Teaching and School Leadership (AITSL) standard, an ability to consider the individual needs of each

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[8] Elizabeth Kleinhenz and Lawrence Ingvarson, 'Standards for Teaching: Theoretical Underpinnings and Applications' (Research Report New Zealand Teachers Council, 2007).
[9] OECD Publishing, *OECD Education Working Papers No. 174.: What difference do standards make to educating teachers? A Review with Case Studies on Australia, Estonia and Singapore* (2018).
[10] Nóra Révai "What difference do standards make to educating teachers?: A review with case studies on Australia, Estonia and Singapore", (*OECD Education Working Papers* No. 174, 2018).

student is a measure of effective teaching within mainstream schooling.[11] Utilising this approach within prisons would ensure a more meaningful and dignified educational program due to the diverse circumstances presented by individuals within the prison system. Moreover, specialist training with disabilities and incorporating artistic practices into learning creates pathways for students who might otherwise struggle with the more conventional forms of literacy and numeracy. This undoubtedly ensures optimal participation of every student, thus demonstrating that there is recognition of potential inhibiting factors. The importance of this is recognised by Article 1.6 in the AITSL Professional Standards for Teachers.[12]

2. Outcomes

Outcomes refer to the objective assessment of student ability, prior to and post delivery of an educational program that has been administered in a specific way. After a literature review into studies that have tested the quality of learning for prisoner education, it is clear that very little research has been conducted in this area and is consequently inconclusive.

Minister Elliott adopted the significance of this "Outcomes" category when he told Parliament on the 4 September 2018, "This is a great success story for the commissioner and the team at Corrective Services NSW. The number of inmates completing literacy and numeracy programs has increased by 53 per cent since I have been the Minister."[13] It seems essential that the quality of BSI Learning's prisoner education be assessed before and after assessments of students involved.

Hence, we propose that a method of conducting that draws inspiration from an online NAPLAN-style test, or a test mimicking the OECD's survey of Adult Skills, to measure literacy and numeracy skills of students before and after completing education programs. As this is an external test, it would speak highly to the reliability

[11] Australian Institute for Teaching and School Leadership, 'Australian Professional Standards for Teachers' (Teaching Standards Report, Australian Institute for Teaching and School Leadership, 2010).
[12] Ibid.
[13] Commonwealth, Parliamentary Debates: Examination of proposed expenditure for the portfolio area, PORTFOLIO COMMITTEE NO .4 – LEGAL AREAS, Legislative Council, Tuesday 4 September 2018.

of the results, given they would be independent of any administrative interference or systematic biases within the prison system.

3. Students

Evaluation by students is an essential part of determining the quality of prisoner education. We propose that a method of evaluating teaching quality is through the OECD program. Student feedback and evaluation is used in the OECD module, as a qualitative method for analysing teaching strategies at a base level. By engaging in rigorous student feedback regimes, student evaluations provide constructive insight for education providers regarding the most effective methods of delivery and areas of potential improvement thus facilitating a more efficient and effective prison education system. Further to this, by allowing students to communicate with education providers via the feedback network, incarcerated inmates are more likely to actively participate and continue with the educational programs given their feelings and opinions are forming an integral part in shaping how the educational programs are administered. This feeling of inclusion is highly conducive to prisoner welfare and participation, thereby reducing the risk of recidivism and rehabilitating prisoners in line with restorative justice aims.

4. Teachers

Evaluation by teachers themselves would be an effective way of assessing the quality of education provided by BSI Learning. Through teacher-based questionnaires proposed in 4.1.2, the standard of current teaching can be addressed.

To further improve accountability of BSI Learning trainers, it would also be significantly useful for trainers to be evaluated professionally by qualified teachers, perhaps even working in collaboration with or under supervision of these qualified teachers. As a general model for evaluation, the Mississippi Jackson Public School District teacher performance evaluation sheet may be used. It integrates not only student/learner feedback, but includes criteria that are most effective when evaluated by another trained educator, including effective planning and implementation of lesson plans, thorough knowledge of curriculum and subject matter, provision of

appropriate evaluation and feedback to students.[14] The development of a similar tool for trained educators to determine the capabilities of BSI trainers within prisons is highly advised to ensure the quality of prisoner education. In doing so, the education system is subject to scrutiny and constructive criticism from various community groups and stakeholders involved which will only better the future of prisoner education alongside the strengthened and reformed KPI measures.

Inclusion of the factors delineated above within the new KPI framework ensures that the qualitative measures of education quality assert equal significance to its quantitative counterpart. Performance.

Recommendations

This report follows an extensive international literature review into the evaluation of the quality of prisoner education since its privatisation by the NSW Government. The introduction of BSI Learning as a monopolistic education provider in NSW amended the delivery of prisoner education in the state. University qualified education officers have been replaced by trainers who hold a Certificate IV in Training and Assessment. Currently, the success of the prison education system is assessed through the number of prisoners who participate, rather than examining the quality of education being received. However, it is insufficient to merely consider the number of prisoners exposed to education as "quality educational program evaluation includes both quantitative and qualitative measures".[15] The current assessment model fails to attribute the effectiveness of prisoner education to its fundamental objective in reducing recidivism and rehabilitating prisoners, rather arbitrarily denotes success as a quantitative value of exposure. Thus, this report seeks to propose new models of evaluating prisoner education that will allow for a more holistic evaluation, examining both the quantitative and qualitative effects of prisoner education based on the limitations arising from the current system.

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[14] Earl Watkins, 'Jackson Public Schools: Teacher Evaluation Handbook', Jackson Public Schools, <https://www.nctq.org/dmsView/81-07>.

[15] Katherine Schilling & Rachel Applegate, 'Best methods for evaluating educational impact: a comparison of the efficacy of commonly used measures of library instruction' (2012) 100 *Journal of the Medical Library Association* 258.

This report proposes the inclusion of a greater number of diversified Key Performance Indicators (KPIs) within the scope of assessing of the quality of prisoner education. Gaining support for these new criteria entails discussion with the various stakeholders involved, including prison administrators and service providers in addition to Audit Offices and the Productivity Commission for final approval. This investigation has identified four key factors that will allow for both quantitative and qualitative evaluation. The four measurable assessment criteria areas are Standards, Outcomes, Students and Teachers. For the purpose of this proposal, each of these criteria is defined this report.

2. Standards dictated by Australian Skills Quality Authority (ASQA)

Given the current national government method of assessing prisoner education is primarily concerned with "prisoners participating in one or more accredited education and training course under the Australian Qualifications Framework" (AQF),[16] it is relevant to detail the standards of education under both the AQF and Australian Skills Quality Authority (ASQA).

The guidelines established by ASQA constitute the present method by which education is evaluated in the vocational education and training (VET) sector, aiming to ensure the quality of the sector is held to a high standard through the regulation of providers and accredited courses. In order to achieve this objective, the ASQA takes a risk-based approach to the regulation of relevant bodies. They have a principal focus on mitigating the risks associated with a registered training body, namely their ability to certify the qualifications of an individual who is not appropriately trained. The primary function of the body includes registering entities, such as registering training providers as registered training organisations (RTOs). Once the entity is registered, the ASQA will conduct audits to ensure compliance with the requirements and standards of the registration.[17]

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[16] Productivity Commission, "Report on Government Services" (2018), p8-10, https://www.pc.gov.au/research/ongoing/report-on-government-services/2018/justice/corrective-services/rogs-2018-partc-chapter8.pdf.
[17]Australian Skills Quality Authority, 'Users' Guide to the Standards for RTOs 2015' (2015) *Australian Government*.

The standards the ASQA must abide by in relation to RTOs are found under subsection 185(1) and subsection 186(1) of the *National Vocational Education and Training Regulator Act 2011.*[18]

Firstly, RTOs training and assessment strategies and practices are responsive to industry and learner needs, and meet the requirements of training packages. Secondly, RTOs are ultimately responsible for ensuring quality training and assessment within their organisation and scope of registration. Thirdly, RTOs issue, maintain and accept AQF certification documentation in accordance with these standards and provide access to learner records. Fourthly, accurate and accessible information about an RTO's services and performance needs to be available to inform prospective and current learners and clients. Fifthly, each learner is properly informed and protected. RTOs are ultimately responsible for ensuring transparent and accurate information about their services and performance. In order to ensure that learners are adequately informed about the services they are to receive, their rights and obligations, and the RTOs responsibilities under these standards. Sixthly, complaints and appeals are recorded, acknowledged and dealt with in a fair manner. Next, the RTO has effective governance and administration arrangements in place. The RTO ensures that its officers are vested with sufficient authority to ensure the RTO standards are complied with at all times. Lastly, the RTO cooperates with the VET Regulator and is legally compliant at all times. Thus, it is clear that RTOs need to comply with the requirements of the RTO standards as well as other relevant Commonwealth, state and Territory legislation.

The first two subsections of these regulations are particularly relevant to the assessment of education quality. Firstly, the training provided by the RTO must be determined in accordance with the "existing skills, knowledge and the experience of the learner". [19] Secondly, the RTO's training and assessment must be delivered exclusively by those who have "vocational competencies at least to the level being delivered and addressed" and "current knowledge and skills in vocational training".[20]

[18] *National Vocational Education and Training Regulator Act 2011* (NSW).
[19] *National Vocational Education and Training Regulator Act* 2011 (NSW) s1.2.1
[20] Ibid s1.13

3. Current Delivery of Education in NSW Correctional Facilities

In May 2016, the NSW Government introduced the *Better Prisons* reform program.[21] This involved a series of measures, including the removal of 132 of the 152 university-qualified teachers from the NSW correctional facilities,[22] replacing senior education officers with administrative clerks and outsourcing most of the inmates' education and vocational training services to private providers.[23] According to the NSW Government, the benefits of this program includes stronger emphasis on the completion of literacy and numeracy courses, increasing available teaching hours without the limitation of school holiday entitlements, and increased Vocational Education and Training (VET) activities in employment related areas.[24]

Almost a year later, the Minister for Corrections, David Elliott, announced that *BSI Learning* would provide and deliver the majority of education and training services in prisons through its trainers and assessors.[25] This controversial change ignores extensive evidence that private providers often prioritise profit over quality. Accordingly, it is essential that prisoner education be assessed in order to ensure improvements in educational quality within the prison system.[26]

It is important to note that *BSI Learning* employs trainers instead of qualified teachers, explicitly distinguished by the level of qualifications obtained.[27] A registered teacher in Australia must hold a higher education qualification that comprises of at least 4 years of full-time (or part-time equivalent) study in an approved teaching education program. In addition to this, they must pass the National

21 Justice of New South Wales Government, *Better Prisons* (2017)
< https//www.correctiveservices.justice.gov.au/Better-Prisons>.
22 Michelle Brown and Phillipa McDonald, 'NSW to spend $237 million on compulsory rehabilitation for prisoners', *ABC* (online), 31 Aug 2016 <http://www.abc.net.au/news/2016-08-31/nsw-government-announces-prison-rehabilitation-package/7800708>.
23 International Commission of Jurists, 'Prisoner Education NSW 2016' (2016) *Community Justice Coalition.*
24 Ibid.
25 Kala Phillip, 'BSI Learning expands their footprint in inmate education to two states', *BSI* Learning (online) 23 October 2018 <http://www.bsilearning.edu.au/blog/item/244-inmate-education-in-two-states>.
26 For further information, please refer to 'Effects of the Privatization of Prisoner Education in NSW Correctional Centres', 2018 Justice Action.
27 Commonwealth, *Parliamentary Debates: Budget Estimates 2017-2018 Supplementary Questions,* Legislative Council, Friday 29 September 2018, 9.

Literacy and Numeracy Test prior to completing their teaching degree and satisfy other requirements to qualify for full registration and accreditation. [28] In NSW, prospective teachers must also meet strict academic standards before they are accepted into a teaching degree and complete various literacy and numeracy tests before they can attend their final professional experience placement.[29] Furthermore, in order to become a qualified teacher, students must undergo rigorous placements and practical exercises before employment in the field.

In contrast, *BSI Learning* trainers are only required to hold a Certificate IV in Training and Assessment, under the revised *Standards for RTOs 2015*.[30] A Certificate IV qualification can be obtained without prior academic qualifications,[31] and only six months of full-time study are required, not including any practical placement. [32] BSI learning trainers are required to hold qualifications as described in the standards for Registered Training Organisations 2015.

Academic qualification standards are pivotal in ensuring that teachers are knowledgeable, skilled, and professional.[33] The discrepancy in qualification standards between 'trainers' and teachers therefore brings into question and disrepute the effectiveness of the delivery of education in prisons, particularly when considering its crucial role in facilitating the re-socialisation and integration processes into the community of those formerly incarcerated.

4. Current Methods of Assessing Effectiveness of Education in the Prison System

Established bodies and procedures assessing the physical conditions of prisons include organisations such as the Australian Government Productivity Commission,

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[28] Teacher's Registration Board, 'Teacher Registration – Qualification.' *Teachers Registration Board of South Australia* (online) 23 October 2018 <https://www.trb.sa.edu.au/qualifications>.
[29] NSW Education Standards Authority, 'Literacy and Numeracy Tests' *New South Wales Government* (online) 23 October 2018 <http://educationstandards.nsw.edu.au/wps/portal/nesa/teacher-accreditation/how-accreditation-works/your-accreditation/future-teachers/literacy-numeracy-tests>.
[30] Standards for Registered Training Organisations (RTOs) 2015
[31] TAFE NSW, 'Certificate IV in Training and Assessment' *NSW TAFE* (online) 23 October 2018 <https://www.tafensw.edu.au/course/-/c/c/TAE40116-01/Certificate-IV-in-Training-and-Assessment>.
[32] Australian Skills and Quality Authority, 'Users' Guide to the Standards for RTOs 2015' *Australian Government* (online) 23 October 2018 <https://www.asqa.gov.au/standards/chapter-4/clauses-1.13-1.16>.
[33] Ibid.

who analyse the percentage of participants in education programs as a proportion of the total prison population. However, these systems are devoid of a comprehensive set of procedures that evaluate the specific quality of education, meaning that the performance of education providers is largely unregulated. These procedures are imperative, especially when considering the current gap in research analysis.

The current method of assessing prison education is the key performance indicator (KPI), which measures the "number of prisoners participating in one or more accredited education and training courses under the Australian Qualifications Framework, as a percentage of those eligible to participate."[34] The current *general education* KPI for assessing mainstream education includes: participation rate, retention in public school education, secondary graduation rate, and student achievement in literacy and numeracy. The stark difference between what is included in these two measurement rates highlights not only the different standards set for incarcerated individuals but exposes the KPI measurement as inaccurately upholding the prison education system to the same standard as general educational KPIs. In BSI's work with Queensland Corrective Services, success was quantified by 89% of correctional centre students successfully completing units of competency, however the qualitative substance of these programs is not taken into account by the success criterion.[35]

It must be further noted that prisoners who do not participate due to ill health or shorter periods of imprisonment are not considered eligible and are excluded from this measurement.[36] In addition to this, the number of inmates who participate in non-accredited education and training programs or offence-related programs (such as drug and alcohol programs, psychological programs, counselling and personal development courses) are not taken into account.[37] Such exclusions exemplify blatant disregard for the nature of inmate participation in relation to their individual needs

[34] Australian Government, 'Report on Government Services 2018' (2018) *Australian Government Productivity Commission.*
[35] NSW Government, 'Improving inmate literacy and numeracy' (Ministerial Media Release, 24 May 2017).
[36] University of New South Wales, 'Adult Prisoner Participation in Education, Training and Employment in Australia, 2008-15' (2016) *Future Beyond the Wall: Improving post release employment outcomes for people leaving prison research project.*
[37] Ibid.

and fails to take into account the efforts being made within corrective services to assist with the successful rehabilitation of those convicted. This appears to be an increasingly punitive stance merely hindering the restorative justice aims of prisoner education.

The indicator gives no insight into the rate of successful completion in the accredited education and training courses, which is integral to the delivery of a successful education program. Additionally, this indicator does not allow for the monitoring of the quality of the programs received by inmates—as it only provides quantitative data—failing to represent the views or experiences of the inmates involved. While it can be appreciated that a high participation rate in higher education and training courses is important, the reported figures should be interpreted with caution.

It is also important to note that *BSI Learning* has its own 'Learner Questionnaire', a feedback survey for students to assess their own learning experiences. The questions found on the questionnaire ask for basic responses about expectations of the trainers and whether they were met.[38] While this a step in the right direction, the responses to these questions are not readily available, and it is not known whether prisoners are presented with the questionnaire. For this reason, it is imperative to have an independent body administering these questionnaires to avoid bias and protect the reliability and effectiveness of feedback provided. Furthermore, it is imperative that every participant who has completed learning modules within the prison education system undertakes a mandatory feedback questionnaire to ensure that the feedback received is statistically accurate in representing prison population parameters and avoids participant heuristics that may otherwise bias the results.

The BSI Questionnaire is also limited in the style of questions it asks, and therefore the answers it produces. Vague statements such as "Training facilities and materials were in good condition" and "I usually had a clear idea of what was

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[38] BSI Learning 'Learner Questionnaire' (2018) *Building Training Excellence*, <http://www.bsilearning.edu.au/learner-questionnaire>

expected of me"[39] can be used to indicate perceived quality of teaching—however this is exceptionally subjective as it can vary dependent on the aims and intentions of each individual student. There exists no objective measure or standard to which inmates are able to reference his or her responses, thus reducing the reliability of responses received. The questionnaire is also highly quantitative, reflecting organisational aims of scored educative quality, rather than experienced educative quality desired by students.

Thus, the accountability of *BSI Learning* trainers and the quality of their services come into question, highlighting the importance of introducing a specialised and independent body to monitor education in the prison system. This analysis is a necessary precursor to ensure that the quality of teaching in prisons is effective and aligns primarily with the objective of restorative justice, prisoner welfare and reduced recidivism.

5. Models of Evaluation

Having assessed the effectiveness of education in the prison system, domestic and international bodies have attempted to measure and evaluate the quality of prisoner education programs. From these investigative approaches, various models of evaluation have arisen and applied across jurisdictions, some of which are explored below.

5.1   OECD Evaluation of the Quality of Teaching by Independent Body

According to the Organisation for Economic and Co-operation and Development (OECD), in order to measure the quality of the delivery of education, it is vital to examine student outcomes and feedback, as well as the performance of teachers and education providers. While *BSI Learning* currently has its own Learning Questionnaire, it is created, distributed, collected and analysed by *BSI Learning*; thus the evaluation is exposed to a risk of bias that potentially alters the accuracy and

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[39] BSI Learning 'Learner Questionnaire' (2018) *Building Training Excellence*, <http://www.bsilearning.edu.au/learner-questionnaire>

reliability of the results obtained. A pertinent threat for third party contractors is confirmation bias, whereby the active seeking of favourable, statistically significant outcomes to maintain contracts and acquire profits may hinder the objective nature of the analysis. The introduction of an independent body to oversee the administration and analysis of the questionnaire would ensure greater transparency and accountability of the evaluation of prisoners' education.[40]

The proposed development of a teacher evaluation program would ideally allow for performance data to be collected, from which the effectiveness of specific trainers can be inferred. The appraisal of performance data can be a key review technique to ensure high standards of teaching quality. [41] By assessing the performance of trainers, it is possible to assess the effectiveness of the prisoner education system holistically.

The OECD was established in 1961 and aims to promote policies that improve the economic and social well being of people around the world. With 36 member countries, the OECD have set up an international forum where governments from differing countries and economic regions can discuss and debate common issues permeating globally and locally in an attempt to find a valid resolution to any such tensions. It is for this reason the OECD is a reputable and integral source of information in regards to prisoner education, given welfare forms a key constituent of its global objective.[42] The OECD endorses three standard methodologies that can be used in conjunction with assessing the capabilities of teachers: student feedback, self-evaluation, and observation.[43]

5.1.1 Student Feedback

This method gives a voice to the students and allows them to comment on the effectiveness of their teachers (BSI trainers). Information may be gathered through the use of questionnaires, covering matters such as student enjoyment and overall teacher competency. Student feedback procedures would be a valuable resource, as

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[40] Paulo Santiago and Francisco 'Teacher evaluation: A conceptual framework and examples of country practices' (2009) *OECD Review on Evaluation and Assessment Frameworks for Improving School Outcomes.*
[41] Ibid.
[42] Organisation for Economic and Co-operation and Development, *Secretary-General's Report to Ministers* (2018).
[43] Ibid.

they would allow for the evaluation of teacher performance from the student's perspective. More specifically, aligning the areas for evaluation covered by the questionnaires to be in conjunction with areas covered by other forms of feedback could assist in placing greater emphasis on areas that need to be addressed, as well as identifying and eliminating the risk of bias.[44] Furthermore, aligning criteria for school evaluation with those for teacher appraisal and feedback would emphasise the importance of policy objectives and could give prison educators an incentive to meet such objectives. While this methodology has affirmative implications, there are limitations that reduce the value of its practical operation. Most significantly, there is the risk of bias and the relative impropriety of requiring inmates to evaluate teacher performance, given their long-term disconnection from the educational environment. Furthermore, there is the risk that participants will respond overly positively in the belief that higher satisfaction will reflect more positively on them and thus ease their prison experience.

5.1.2 (Teacher) Self-Evaluation

The second proposed method is self-evaluation with a questionnaire similar to that of the student feedback survey. Teachers would be able to assess their own performance regarding their abilities, strengths, and shortcomings, creating an awareness of how these factors may influence their provision of educational services. Self-evaluation arguably creates an incentive for teachers to reassess their delivery of education, and reconsider any changes that may be made to suit the needs of their students. Again, whilst this method can be of value to the assessment of education delivery, there still remains an inherent risk of bias, which bears the potential to impact the legitimacy of outcomes.. To rectify this, in reference to the *Docentemas* system of teacher self-evaluation used in Chile, conducting self-evaluation in private with nothing hinging on the outcomes creates more honest and accurate feedback. [45] Furthermore, the Chilean Framework for Good Teaching (FGT) uses an evaluation criteria based on supervisor ratings including a number of indicators, peer review

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[44] Ibid.
[45] Paulo Santiago, 'Teacher evaluation in Chile: Main Conclusions' (2013) *OECD Reviews of Evaluation and Assessment in Education.*

questions, scoring rubrics and contextual factors.[46] It is also important that teachers receive and implement feedback from these evaluations. [47] In addition to feedback, teachers should be accountable for their performance and progress in their careers on the basis of demonstrated effective teaching practice. The final expectation of this recommendation is that the process of teachers engaging in reflective practices—through studying their own methods of instruction and assessment—should become a routine and enforced ambit of professional life and development.

5.1.3 Observation

The third proposed method is classroom observation. This would involve the involvement of a third party that would assess the ability and competence of trainers by observing their teaching methods and interactions with students and fellow staff. This process may involve note taking and the proposal of recommendations after observation as necessary. In correspondence to previous limitations, there are a number of issues that reduce the value of its practical operation such as the availability of resources for observations to occur on a periodic basis.

As noted in Section 1.4, the model used by the Jackson Public School Board in Mississippi for the observation and evaluation of educators is of particular use. The performance evaluation sheet used within the model consists of:

- A pre-observation sheet that the *educator being evaluated* completes regarding their lesson objectives, learning activities, particular teaching behaviours and improvement objectives that they want monitored;
- A post-observation sheet that the *evaluator* completes regarding details of learning activities conducted, student engagement, teacher behaviour and the achievement of their improvement objectives, which is intrinsically linked to a summative evaluation report; and

46 Paulo Santiago and Francisco 'Teacher evaluation: A conceptual framework and examples of country practices' (2009) *OECD Review on Evaluation and Assessment Frameworks for Improving School Outcomes*.
47 Ibid.

- An instructional improvement plan in which both the teacher being observed and the observer set out desired outcomes for the future.[48]

Despite this form of evaluation being potentially time consuming given its lengthy nature, as well as the need for respect and collaboration between trainers and teachers, the evaluation of BSI trainers and their provided education to prisoners is essential for ongoing improvement.

The effectiveness of these three OECD approved methodologies is seen in the Performance Management of English School Teachers, in which there are two aspects of the educational quality assessment: improvement and accountability. Through the OECD system, both the areas that require improvement and the educators to hold accountable for quality can be identified.[49] Furthermore, the OECD program also recommends providing professional development opportunities to teachers that have been identified as low performing by these methodologies. This has been shown to be effective in both Chile and England.[50]

Therefore, a teacher evaluation program in line with the OECD stipulations creates qualitative data that can be used to assess the effectiveness of the delivery of prisoner education first-hand. The use of the three methodologies creates a data set that can be compared and contrasted, allowing for a more holistic perception of 'trainer' performance. Nevertheless, there are a number of issues that would need to be addressed, if this model were to be applied within the prison education context.

5.2   Standardised Testing: Examining Changes in Student Performance (Outcomes)

Standardised testing has formed a large part of the recent wave of educational reform within the school system. It is primarily based on the idea that all participants are to be administered with assessments that are subject to the same questions at consistent levels of difficulty and scored in the same way. This aims to provide a

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[48] Earl Watkins, 'Jackson Public Schools: Teacher Evaluation Handbook', Jackson Public Schools, <https://www.nctq.org/dmsView/81-07>.
[49] Paulo Santiago and Francisco 'Teacher evaluation: A conceptual framework and examples of country practices' (2009) *OECD Review on Evaluation and Assessment Frameworks for Improving School Outcomes*.
[50] Ibid.

platform upon which relative individual performance can be assessed and compared. In doing so, these tests enable institutions to recognise where gaps in aptitude and achievement arise and facilitate the process by which these issues are systematically addressed. Through their assessment of real-life experiences, the OECD recognises the importance of standardised testing as it ensures objectivity in the assessment process. Within the prisoner education sphere, the issues that will be discussed pertain to the effects, successes and shortcomings of the education delivery service.

5.2.1 NAPLAN

Models of standardised testing are one way to assess the delivery of prisoner education, as improved student performance would indicate an effective delivery of education. However, no such test currently exists for prisoners in Australia, nor are there any measures created to track the progress of prisoners through the education system. However, the National Assessment Program on Literacy and Numeracy (NAPLAN) exists for primary and high school students to assess their reading, writing, language conventions and numeracy capabilities. NAPLAN assesses whether a student is achieving benchmark educational outcomes, and continues to track their progress over a number of years.

As part of the National Assessment Program (NAP), Australian students participate in the Trends in International Mathematics and Science Study (TIMSS) and the Progress in International Reading Literacy Study (PIRLS), which are administered by the International Association for the Evaluation of Educational Achievement.[51] Year 4 and Year 8 students undertake TIMSS every four years to measure content and cognitive capabilities in mathematics and science. Similarly, PIRLS is undertaken every five years by Year 4 students to measure achievement in the areas of reading for literacy experience and comprehension. Australia's results from these assessments are one of the primary sources used for reporting purposes for the agreed Council of Australian Government's outcome "Australian students excel by international standards." [52] International assessments complement other

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[51] Australian Government, Department of Education and Training. 'Trends in International Mathematics and Science Study (TIMMS) and the Progress in International Reading Literacy Study (PIRLS). Australian Government Department of Education and Training. (online) 23 October 2018 <https://www.education.gov.au/trends-international-mathematics-and-science-study-timss-and-progress-international-reading-0>.
[52] Ibid.

assessments in the NAP by providing long-term trend data and the opportunity to benchmark Australia's performance against other countries.[53]

Australia also participates in the OECD's Programme for International Student Assessment (PISA) using data from NAPLAN tests. By participating in the PISA, Australia receives an opportunity to compare student performance on a global scale, independent of school curriculum.[54] This provides integral insight to continually improve our own education system both in comparison to other countries, and in relation to previous results. Thus, the Australian Government can continue to strive for ongoing improvements in equity and learning outcomes for all future Australian students. PISA assesses the extent to which 15 year old students have acquired some of the knowledge and skills that are essential for full participation in society. Furthermore, PISA focuses on how well students are prepared for life-long learning in the areas of reading, mathematical and scientific literacy.

PISA seeks to answer questions such as 'Are our schools adequately preparing young people for the challenges of adult life?', 'Are some kinds of teaching and schools more effective than others?' and 'Can schools contribute to improving the futures of students from immigrant or disadvantaged backgrounds?'. PISA helps governments to further understand and enhance the effectiveness of our national and state based educational systems and to learn from other countries' practices.[55]

Whilst these programs primarily deal with the individual's competency in selected areas, they are also an indirect reflection of the delivery of education received by each participant. Hence, a similar program implemented in Australia's prison system could provide an indirect indication of the quality of delivery of BSI learning. Additionally, median results could be measured throughout prisons in Australia to obtain an indication of BSI's delivery on providing basic literacy and numeracy education.

Furthermore, the Australian Curriculum Assessment and Reporting Authority (ACARA) states that data received from the NAPLAN allows for informed resource

[53] Ibid.
[54] ACER, *The Programme for International Student Assessment (PISA)* (2018) <https://www.acer.org/ozpisa.>.
[55] Acer Research, 'PISA Australia in Focus Number 3: Motivation.' (2015) *Australian Council for Educational Research*, 32.

allocation decisions.56 If a similar program was implemented in prisons, data obtained could be used to demonstrate whether more resources should be withheld or allocated to the delivery of BSI education. However, it has been noted that the results which are based on individual performance are not necessarily indicative of teacher quality and that the time delay in receiving results (5 months) hinders the diagnostic ability of NAPLAN especially in regards to giving feedback about teaching.

However, NAPLAN does not cater for the learning styles of all students and only measures literacy and numeracy achievements, disregarding the delivery of other educational programs such as music and art. Despite this, the additional benefits of standardised testing in allowing for greater quality measurement and control outweigh the consequences. Benefits include the ability to assess the effectiveness of BSI delivered education on minorities such as Indigenous people, prisoners with parental occupations and even between genders.57

As NAPLAN is designed for students in Years 3, 5, 7 and 9, any forms of standardized testing for prisoners would have to be adapted to cater for the needs of adult learners participating in prisoner education. Currently, in Western Australia, the Online Literacy and Numeracy Test (OLNA) exists to assess individuals for a minimum standard required for further education or the workforce following secondary education. The OLNA is a multiple choice computer exam, comprised of three components: 1) Reading, 2) Writing, and 3) Numeracy. Students are allowed to attempt it twice in year 11 and twice again in year 12. If a student fails to achieve the minimum standard in year 12, they are allowed unlimited attempts following year 12 to reach the standard. Whilst NAPLAN is possibly limited in its relevance to adult learners, the OLNA could act as a structural archetype for adapting NAPLAN such that it may appropriately measure the outcomes of older learners undertaking prisoner education.

Similar continuous testing should be incorporated to facilitate the consolidation and tracking of outcomes from prisoner education, allowing for

56 The Senate Standing Committee on Education and Employment, 'Effectiveness of the National Assessment Program- Literacy and Numeracy' (2014) *Education and Employment References Committee,* 7.
57 Australian, Curriculum, Assessment and Reporting Authority, 'NAPLAN Results' (2017) *National Assessment Program.*

efficient evaluation of the education standards. The implementation of continuous testing would produce clear outcomes regarding the impact of the education system on prisoners and whether they are benefitting from the program. Whilst there are limitations to NAPLAN, the implementation of any form of continuous standardised testing would arguably be an improvement from the current system, where there is a general and systematic lack of measurement regarding the progress of each prisoner's education. At the Expanding Prisoner Education Opportunities Forum on 26 September 2018, the Hon. Guy Zangari, Shadow Minister for Corrections, stressed this notion by stating that without foundational literacy and numeracy knowledge, inmates would not be able to successfully gain entry into and fulfil vocational roles. Thus, the implementation of continuous standardised testing would facilitate effective literacy and numeracy education, which would ultimately contribute significantly to the reintegration of prisoners into society.

5.2.2 International Standards for Measuring Student Performance through Standardised Testing

From studies conducted by the OECD, there are international standards that need to be met regarding how and why standardised testing, such as NAPLAN, must be conducted.[58] The importance of standardised testing is that it aids in measuring the educational achievements of students against pre-determined goals. It also enhances the effectiveness and efficiency of the educational system of a country. This indicates that standardised testing may be able to measure how well BSI Learning is delivering prisoner education. By being able to quantify student outcomes in a manner that allows for comparison of participants, standardised tests such as NAPLAN will allow for more concrete data to ascertain the effectiveness of the current prisoner education system. This will also allow governmental bodies to collate data longitudinally to denote statistically significant trends aimed at identifying where the education system is succeeding in addition to any potential areas of improvement.

Other international standardised achievement tests similar to NAPLAN include the SAT and ACT from the United States and the GCSE Advanced Level, or A-levels, from the United Kingdom. The aforementioned standardised examinations

[58] Australian, Curriculum, Assessment and Reporting Authority, 'NAPLAN Results' (2017) *National Assessment Program.*

look to assess students' aptitude in subjects like Maths, English, and Reading in order to see if students have achieved sufficient educational goals, and subsequently how well the schools are teaching.

Furthermore, Australia is a party to the Programme for International Assessment of Adult Competencies (PIAAC). This is an international survey measuring adult skills and competencies, including cognitive and workplace skills necessary for individuals to participate in society. Some examples of skills assessed include 'information age' skills, physical skills such as gross and fine motor skills and learning skills including instructing others and learning, along with literacy and numeracy skills.[59] This survey provides extremely valuable data and can be utilised to compare prisoners' skills before and after the education program, demonstrating that they can effectively contribute to society. This further alleviates the various gaps present in the NAPLAN system as it encompasses many more areas of learning that are specifically valuable for adults.

It should be noted that to measure the effectiveness of the delivery of prisoner education, it would be beneficial to include other methods of evaluation as well, such as those listed below. Overall, having qualitative data to support quantitative findings will create a more holistic overview of what is being measured, and will allow students who are unable to take standardised tests to provide feedback on the system.

5.2.3 Programme for the International Assessment of Adult Competencies (PIAAC)

The Programme for the International Assessment of Adult Competencies (PIAAC) has been designed in order to measure key cognitive and workplace skills needed for individuals to participate in societal and economic spheres, primarily aiming to assist with re-integration schemes for those formerly incarcerated. The skills assessed include cognition including literacy and numeracy; interaction and social skills such as collaboration and planning; physical skills such as gross and fine motor skills; and learning skills.[60] This programme could be a promising addition to

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[59] Programme for the International Assessment of Adult Competencies (PIAAC), 'Skills Outlook 2013' (2013) *Organisation for Economic Cooperation and Development*.
[60] Programme for the International Assessment of Adult Competencies (PIAAC), *http://www.oecd.org/skills/piaac/aboutpiaac.htm*

the objective measurement of educator effectiveness, if undertaken by students before and after partaking in the education program. The data could then be analysed to see which skills, if any, have improved as attributed to the educational program. This is a considerably better option than the current measurements used. The number of prisoners currently enrolled in educational programs tells us essentially nothing about the quality of education, and self-reports can be subject to participant bias. Self-reports are the greatest source of feedback within the education system presently and account for a major discrepancy in relation to the accuracy of the statistics reported. Often, within the crowded prison system, in order to preserve positive self-presentation, participants tend to generalise their responses in a positive skew believing that higher satisfaction will reflect more positively on them and thus ease their prison experience. Objective analysis must be undertaken to counter this effect so that prisoners are encouraged to honestly provide how they feel and respond to the education being administered.

5.3   Observation of Students' Performance

Observations by prison teachers and other staff members relating to how an individual interacts with those around them help to indicate whether an individual is progressing and responding to the education delivered.

The use of a record card by both BSI trainers and visitors will record observations for individual prisoners. This provides evaluations on the effectiveness of the delivery of BSI education. Although this would not be quantitative data, it could compensate for the fact that standardised testing is not suitable for all individuals. Prisoners generally have higher rates of mental health disorders in comparison to the non-prison population, with 48% of men and 54% of women having been treated for a mental health related issue in NSW prisons.[61] Moreover, there is an overrepresentation of intellectual disabilities within the NSW prison system, with 18% of women and 27% of men scoring below the pass rate on an intellectual disability-screening test.[62] These health issues may cause hindrances and present an unfair disadvantage to individuals who undertake standardised testing.

[61] No Bars, *Prisoner Health in NSW* (2011) <http://www.nobars.org.au/about-prisoner-health.html>.
[62] Ibid.

Thus, record cards from BSI trainers and visitors would be a useful alternative where standardised testing is not possible.

However, evaluation through observation would be limited in that it would be difficult to assess the quality and delivery of literacy and numeracy education programs in the daily lives of prisoners. There may also not be enough prison personnel in each prison or enough regular visitors for each inmate to effectively monitor and record observations. A further inherent problem in asking teaching staff to observe the effectiveness of their own delivery is the risk of bias, as BSI trainers may not be able to provide observations that are entirely objective given conflicting interests involved such as contract renewal and profit margins.

Therefore, using observation as a means of evaluating the delivery of BSI's education should not be used in isolation and should be used rather to complement separate methods of evaluation.

5.4.1 Prisoner Self-Evaluation

Prisoner self-evaluation is another method to provide insight into the effectiveness of BSI education by providing first-hand feedback. Self-evaluation requires prisoners to complete a list of learning goals such as what they would like to achieve whilst undertaking their studies before they participate with BSI's learning curriculum and programs. After completing a BSI delivered course, inmates are asked to revisit their previously stated goals and assess whether they have achieved them or not, as well as evaluate the delivery of content against their satisfaction levels. This personal reflection upon individualised, internalised goals and external manifestations of education programs assists analysts to better understand the underlying mechanisms behind the program's success.

Self-evaluation demonstrates how effectively an inmate has achieved their self-assigned learning goals, providing data on their perceived effectiveness of education programs, what prisoners want most out of them and what may be lacking. As a whole, these questionnaires allow for students' answers to be compared across indicators based on averages, thus creating a map of common opinions and answers delineating what works and what does not. This method also allows for the

environment and context of the student to be evaluated, not just the content of the lessons, meaning that student satisfaction and wellbeing are also taken into account. Delivery involves more than a curriculum, but also the environment in which the prisoners study. This is shown by the Learning Environments Evaluation Programme (LEEP)—the learning environments created by teachers are the most effective way to support the pedagogies, curriculum, assessment and organisational forms necessary to develop students' capacities.[63]

However, self-evaluation is entirely subjective, and hence for effective data to be obtained for evaluation, prisoners would need to be capable of analysing errors they may have made and their overall performance during the course. Questions would have to be specifically crafted to gain insight into academic performance, outcomes, delivery and other parameters, but as aforementioned, subjectivity may provide inaccurate or false data in the qualitative realm.

5.4.2 Experience Based Questionnaire completed by incarcerated students

A case study of prisoner self-evaluation can be found in Norway, where prisoners are given an experience-based questionnaire to analyse aspects of their leaning experience.[64] Respondents were asked questions regarding topics such as quality of education, motivation, workload, demand and learning strategies and problems that arose during education. They were also given statements in which respondents would indicate agreement on a scale of 1-5, scaling from 'completely disagree' to 'completely agree'. The questionnaire would be sent to all inmates above the age of 18 and would be voluntary.

Questions regarding workload and demands are important in assessing the appropriateness of the prescribed syllabus and the areas for its improvement. Applicable to our case, it is purported by one of the current BSI training staff that AEVTI staff preferred taking in students with the lowest level of knowledge.[65] In effect, this inhibits other students who have completed the first level to progress on to the next level of the course until those who with the lowest level complete the first

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[63] Learning Environments Evaluation Programme (LEEP), *http://www.oecd.org/education/LEEP-Brochure-OECD.pdf*
[64] Åge Diseth, 'Education of prison inmates: course experience, motivation, and learning strategies as indicators of evaluation' (2008) *An International Journal on Theory and Practice* 14, 3.
[65] Justice Action Personal Correspondence.

course. It is also stated that AEVTI/CSI/BSI have insisted on having no mixed level classes, meaning that some slower students are rushed along whilst more advanced students are held back. [66] This could point to a case for better structuring of the curriculum to cater to different students' ability levels. Alternatively, separating classes according to ability is another avenue to ensure the education delivery system is well paced and caters to a number of different aptitude levels and maximises prime efficiency for the resources invested into the program.

In relation to questions regarding students' motivation and use of appropriate learning strategies, responses can be useful for determining the underlying ability of the students and identifying areas of improvement in the realm outside of the given curriculum and teachers performance. Putting a focus on the students themselves allows for respondents to reflect upon personal flaws, which may be amended with support from teachers or trainers in order for their learning experience to be stable and effective. In conjunction to this, questions relating to problems that may arise during education—such as transfers while serving sentence which result in a premature termination of the education program—allows for further areas of improvement that might not have been foreseen by authorities as a factor that contributes to the students' learning experience.

As questions both focus on the academic and social realms of prisoners who are being educated, the Norwegian questionnaire can be used as a model for a questionnaire for Australia's prison education. However, such a questionnaire can also involve evaluation of the past public education model, and the current private education model facilitated by BSI Learning.

5.4.3 Feedback from Alumni

Asking alumni to assess what they learned in prison and its positive or negative impact on seeking employment and other professional opportunities once they have left prison provides valuable insight into whether education provided in prison was delivered effectively. This qualitative feedback can be coupled with the following quantitative indicators used in a U.S. study that explored:

- The rate of recidivism

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[66] Ibid.

- Student achievement
- Other Post-release outcomes not limited to:
  - Post-release employment;
  - Post-release earnings; and
  - Post-release enrolment in educational institute.[67]

By assessing these measures derived from the alumni experience, facilitators of education programs are able to market their programs more appropriately by tailoring the structure and teaching resources of their lessons to prisoner needs. This invaluable input from prison education alumni in conjunction with ongoing feedback from current students, teachers and observers will ensure the continual growth and development of the prisoner education program and strengthen this alignment with restorative justice objectives.

6. An Evaluation of Education through the Basic Systems Model

Formulated by Jaap Scheerens, Hans Luyten and Jan van Ravens, the basic systems model on the functioning of education aims to evaluate education through a more nuanced approach which identifies and acknowledges the large role that context plays.[68]

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[67] Amanda Pompoco, 'Reducing inmate misconduct and prison returns with facility education programs' (2017) *Criminology & Public Policy* 16, 2.
[68] Jaap Scheerens, 'Measuring educational quality by means of indicators' (2011) *Springer* 1, 1 [35-50].
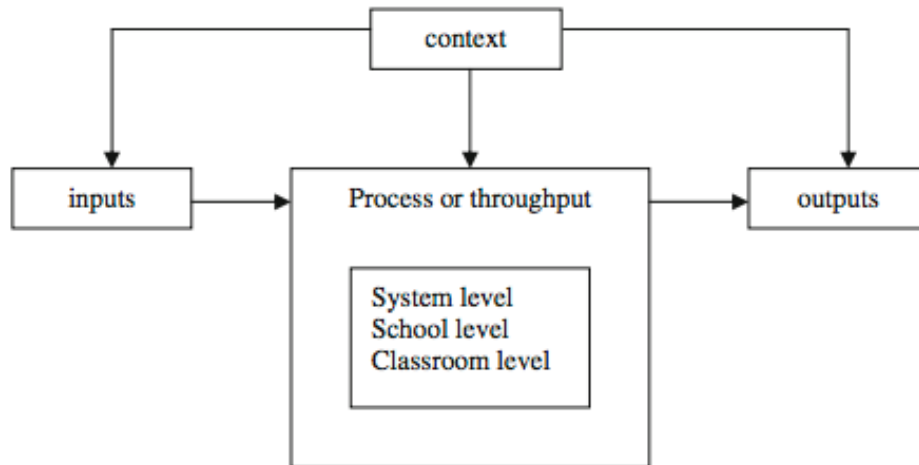
Figure 1: Basic systems model on the functioning of education

Within the overarching category of education, context is relevant to personal, local and societal spheres. On a personal level, context plays an integral role in one's general background as well as educational levels, socioeconomic status, gender, ethnicity and parental background. This is then coupled with the local and societal, as different cultural experiences lead to different methods of understanding or interpreting knowledge. Physical discrepancies, such as a lack of teachers also influence the quality of education that prisoners receive.

Overall, this affects the input, process and output of the basic systems model, as demonstrated in the figure above. Input relates to the pre-conditions of the education process on a human, financial and material level, which in the case of the privatisation of prison education in NSW means the amount of trainers, resources such as classrooms and technology and educational material that BSI Learning have made available. Additionally, it also refers to the educational level of students—in this case incarcerated people in NSW prisons. According to a 2016 Community Justice Coalition report, two out of three prisoners in NSW struggle with language, literacy and numeracy and are either at or below the standards of a Certificate II level in the Australian Skills Quality Authority (ASQA) framework. [69] This is also particularly relevant, since the requirements for RTOs under subsections 185(1) and 186(1) of the *National Vocational Education and Training Regulator Act 2011* state

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[69] Community Justice Coalition, 'Prisoner Education NSW 2016', (2016)

that the education provided must be determined in regards to "the existing skills, knowledge and experience of the learner".[70] This correlates with the input aspect of the Basic Systems Model.

Following the stage of inputs, the process stage encompasses the delivery of educational programmes, activities and services. Indicators of process have been detailed to be extremely useful when evaluating the quality of education.[71] Indicators of process includes factors such as the teaching time per subject, total hours of instruction per year, opportunity to learn, level of autonomy in decision making in education, the conduction of formal examinations, degree of categorisation and formal streaming, the evaluation capacity of the system, the magnitude and diversification of an educational support structure in a country, the division of private, government dependent and public education systems, incentives based policies to boost performance and the degree to which school choice is free.

These all lead to the outputs stage, in which there are direct outcomes from gaining education. Such indicators can be found with results from assessments or examinations, as well as other means such as graduation and completion rates, dropout rates and class repetition rates.[72] Another output indicator that could be specifically used in the case of prisoners in NSW and the quality of education they would be receiving, would be to analyse the correlation between certain education programs and the rate of recidivism, as well as post-release employment rates.

Relative to the various outlines stated within this report, the Basic Systems Model's overarching context involves that of incarcerated people in NSW prisons. The consequent inputs now included within the NSW prison education system are the Certificate IV 'trainers' hired by the private organisation BSI Learning. The process involved follows a classroom-style educational approach within the prison system. Finally, the outputs are currently measured via the quantitative count of incarcerated individuals that are completing a prison standard of education. The objective, however, is to measure the educational outputs of these incarcerated individuals using

70 *National Vocational Education and Training Regulator Act* 2011 (NSW) s1.2.1

71 Denise Chalmers, 'Teaching and Learning Quality Indicators In Australian Universities' (2008) *Programme on Institutional Management in Higher Education*

72 Jaap Scheerens, 'Measuring educational quality by means of indivators' Springer 1,1.

standardised testing models, namely the NAPLAN and International Standards for Measuring Student

7. Conclusion

Current KPI measurements are clearly inadequate source at evaluating prisoner education. In response to identified issues, the report proposes several alternatives for measurement prisoner education. The implementation of the OECD Evaluation of Teaching would facilitate thorough student and teacher feedback, as well as education observation, allowing for a detailed quantitative and qualitative measurement of evaluation of prisoner education. Furthermore, introducing standardised testing, such as NAPLAN or the OECD's survey of Adult Skills, would enable an effective measure of prisoner educational outcomes. The inclusion of continuous standardised testing would facilitate the efficient tracking of educational outcomes, allowing for an effective evaluation of prisoner education. These proposed evaluation methods of prisoner education would allow for the regulation and significant improvement of a vital component of rehabilitating prisoners.