

# MEASUREMENT FRAMEWORK FOR SCHOOLING IN AUSTRALIA

May 2015



## **Measurement Framework for Schooling in Australia 2015**

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[info@acara.edu.au](mailto:info@acara.edu.au)

or

ACARA  
Level 10, 255 Pitt Street  
Sydney NSW 2000  
Australia

Feedback on the *Measurement Framework for Schooling in Australia* should be sent to

[info@acara.edu.au](mailto:info@acara.edu.au).

Information about ACARA and its work can be found at [www.acara.edu.au](http://www.acara.edu.au).

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## 1 Introduction

The *Measurement Framework for Schooling in Australia*, including the Schedule of Key Performance Measures, is the basis for reporting by Australian Education Ministers to the community on progress towards the Melbourne Declaration on Educational Goals for Young Australians, announced by Ministers in December 2008.

The measurement framework details national key performance measures (KPMs) for schooling, outlines the annual assessment and reporting cycle and underpins the [National Report on Schooling in Australia](#) (ANR) released by Education Ministers. The framework also informs the *Report on Government Services* (ROGS) released by the Productivity Commission on behalf of the Council of Australian Governments (COAG).

The Education Council has delegated the Australian Curriculum, Assessment and Reporting Authority (ACARA) to monitor, and where necessary review, the existing national key performance measures for schools in light of the national goals outlined in the Melbourne Declaration, and the accountability requirements established in the intergovernmental agreements of the National Education Agreement (NEA), the National Education Reform Agreement (NERA) and the *Australian Education Act 2013*.<sup>1</sup>

The 2015 review of the measurement framework has included consideration of the accountability requirements of these intergovernmental agreements. The review has been conducted by ACARA in consultation with jurisdictions and school sectors and with other relevant government agencies.

The *Measurement Framework for Schooling in Australia 2015* replaces the *Measurement Framework for Schooling Australia 2012*, which is available on the ACARA website.<sup>2</sup>

Minor changes to the document may be approved by the Chief Executive Officer, ACARA. A full review of the framework will be undertaken by ACARA at least every three years.

The Education Council's [Principles and Protocols for Reporting on Schooling in Australia](#) guides the practices and procedures used by all jurisdictions, ACARA and other agencies when reporting against the Measurement Framework.

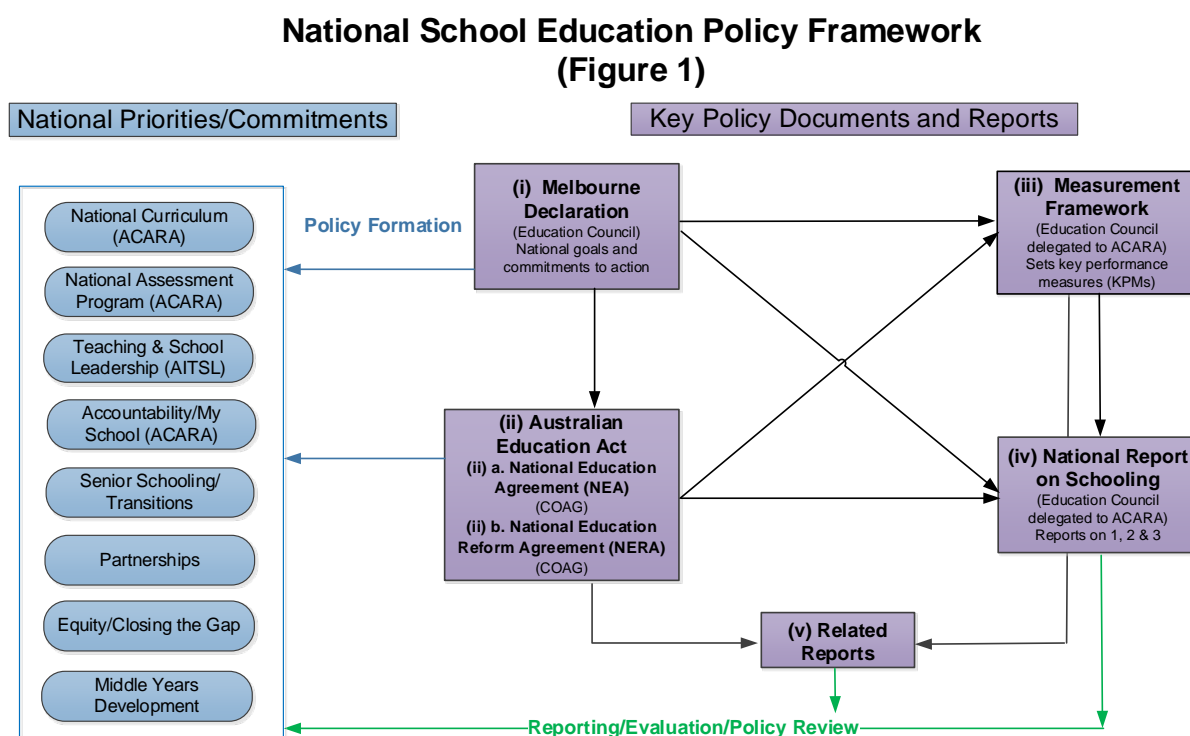
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<sup>1</sup> The ACARA Charter refers to the NEA or any successor agreement and the *Schools Assistance Act 2008*. NERA is a successor agreement to the NEA. Reporting requirements of the NEA may continue to apply to those states and territories that are not signatories to the NERA. The *Australian Education Act 2013* replaces the *Schools Assistance Act 2008* with respect to non-government schools and also applies to government schools.

<sup>2</sup> The 2010 edition of the framework is also on the ACARA website. Previous versions of the framework, formerly known as the *Measurement Framework for National Key Performance Measures*, are available on the [SCSEEC archive](#) website.

## 2 National Policy and Reporting Context

The key national school education policy documents and reports, including the *Measurement Framework for Schooling in Australia*, relate to and reinforce each other. Their relationships and roles in policy formation, reporting, evaluation and review are summarised in the diagram (Figure 1) below and explained beneath the diagram.



### Key policy documents and reports

#### (i) Melbourne Declaration on Educational Goals for Young Australians

The Measurement Framework provides the basis for the Australian and State and Territory governments to report on the performance of schooling in accordance with the *Melbourne Declaration on Educational Goals for Young Australians*. The Melbourne Declaration sets two educational goals for the period 2009 to 2018

**Goal 1:** Australian schooling promotes equity and excellence

**Goal 2:** All young Australians become successful learners, confident and creative individuals, and active and informed citizens.

The Melbourne Declaration includes a Commitment to Action in the following eight interrelated areas in order to support the achievement of the educational goals:

- developing stronger partnerships
- supporting quality teaching and school leadership
- strengthening early childhood education
- enhancing middle years development

- supporting senior years of schooling and youth transitions
- promoting world-class curriculum and assessment
- improving educational outcomes for Indigenous youth and disadvantaged young Australians, especially those from low socioeconomic backgrounds
- strengthening accountability and transparency.

The national policy priorities and commitments illustrated in Figure 1 arise from the Melbourne Declaration Commitment to Action.

### **(ii) Australian Education Act and intergovernmental agreements on education**

The *Australian Education Act 2013* outlines the framework for Commonwealth funding to schools. The Act commenced on 1 January 2014.

The Act and its Regulations set out the funding expectations to ensure accountability and transparency to the community. Section 77 of the *Australian Education Act 2013* outlines the ongoing policy requirements for all approved authorities for schools. This includes the provision of information for the purposes of a national program to collect data on schools and school education.

The NEA articulates the following outcomes:

- all children are engaged in and benefiting from schooling
- young people are meeting basic literacy and numeracy standards, and overall levels of literacy and numeracy achievement are improving
- Australian students excel by international standards
- schooling promotes the social inclusion and reduces the educational disadvantage of children, especially Indigenous children
- young people make a successful transition from school to work and further study.

The NEA also specifies the following COAG targets:

- lift the Year 12 or equivalent or Certificate II attainment rate to 90 per cent by 2015
- lift the Year 12 or equivalent or Certificate III attainment rate to 90 per cent by 2020
- halve the gap for Indigenous students in reading, writing and numeracy by 2018
- at least halve the gap for Indigenous students in Year 12 or equivalent attainment rate by 2020.

The outcomes specified in the NERA are similar to those of the NEA, but with literacy and numeracy designated as an indicator that all children are engaged in and benefiting from schooling rather than as a separate outcome.

The NEA and NERA outcomes and COAG targets contribute, along with the Melbourne Declaration, to the national policy priorities and commitments illustrated in Figure 1.

Both the NEA and the NERA include performance reporting frameworks for monitoring and reporting on progress towards the achievement of agreed national goals. The NEA performance reporting framework includes an annual national report on the outcomes of schooling in Australia (the *National Report on Schooling in Australia*) covering the Melbourne Declaration and the Measurement Framework. The Measurement Framework is itself included as a schedule of the NEA.

### ***(iii) Measurement Framework for Schooling in Australia***

The *Measurement Framework for Schooling in Australia* (this document) details national key performance measures for schooling arising from the Melbourne Declaration goals and commitment to action and key performance measures that reflect COAG targets and indicators drawn from the performance reporting frameworks of the intergovernmental agreements on education. The Schedule of Key Performance Measures specifies the data sources for the key performance measures and outlines the reporting cycle for the period 2014–18.

### ***(iv) National Report on Schooling in Australia***

The *National Report on Schooling in Australia* (ANR) reports annually on progress towards the educational goals and commitment to action in the Melbourne Declaration. It reports directly on national policy initiatives and achievements arising from the commitment to action and is the main vehicle for reporting the nationally agreed key performance measures defined in the Measurement Framework. The report also provides a range of other statistical information on schooling in Australia and is published by ACARA on behalf of Education Ministers.

### ***(v) Related Reports***

Information relevant to the national KPMs is also reported in the annual *Report on Government Services* and in the biennial COAG report *Overcoming Indigenous Disadvantage: Key Indicators*. Other related reports include the annual NAPLAN national reports, public reports on student performance in NAP sample assessments and reports on the international sample assessments that are included in the NAP.

In addition to national reporting on school education, a number of indicators that correspond to the national KPMs, are reported at the school level on the *My School* website.

### 3 National Assessment Program

The Measurement Framework also specifies the annual assessment and reporting cycle for the National Assessment Program (NAP).

The National Assessment Program is a major component of the Measurement Framework and encompasses all assessments endorsed by education ministers. These assessments comprise:

- literacy and numeracy tests (NAPLAN)
- sample assessments in Civics and Citizenship, Information and Communication Technology (ICT) Literacy and Science Literacy
- Australia's participation in the Programme for International Student Assessment (PISA), Trends in International Mathematics and Science Study (TIMSS) and Progress in International Reading Literacy Study (PIRLS).

National standards are established within each element of the National Assessment Program.

#### ***National Assessment Program—Literacy and Numeracy***

National standards for literacy and numeracy are minimum standards to be achieved at each year level under this program. For each year level, a minimum standard is defined and located on the common underlying NAPLAN scale. Students achieving the minimum standard have typically demonstrated only the basic elements of literacy and numeracy for their year level.

Within the NAPLAN scale, Band 2 is the minimum standard for Year 3, Band 4 is the minimum standard for Year 5, Band 5 is the minimum standard for Year 7 and Band 6 is the minimum standard for Year 9.

Further information about the NAPLAN national minimum standards is available on the [NAP website](#).

#### ***National Assessment Program—Sample Assessments***

Proficient standards are established for the sample assessment components of the National Assessment Program, namely Civics and Citizenship, ICT Literacy, Science Literacy, PISA, TIMSS and PIRLS.

Proficient standards represent a 'challenging but reasonable' expectation of student achievement at a year level with students needing to demonstrate more than elementary skills expected at that year level.

The proficient standard for PISA (reading, mathematics and science) is Level 3 on the international PISA scales. The proficient standard for TIMSS (mathematics and science) is the Intermediate international benchmark on the TIMSS scales. The proficient standard for PIRLS (reading) is the Intermediate international benchmark on the PIRLS scales.



## 4 Outline of Key Performance Measures

The core of the Measurement Framework is the Schedule of KPMs. By intent, these KPMs are:

- strategic measures which provide nationally comparable data on aspects of performance critical to monitoring progress against the Melbourne Declaration and intergovernmental agreements on education.
- focused on student participation, achievement, attainment and equity
- based on sound and reliable assessment practice
- supportive of open and transparent reporting
- relevant and of interest to the public
- cost effective, practical to collect, and take account of the burden and impact that data collection may place on students, schools and schooling systems.

The agreed areas of performance monitoring include the following:

**Participation** with a focus on:

- enrolment in school
- student attendance
- participation in NAP assessments
- participation of young people in vocational education and training (VET) including VET in Schools
- participation by young people in post-school learning pathways and work.

Population-based participation measures provide evidence of the outcomes of schooling including transitions to work and further study and of the achievement of the National Youth Participation Requirement which requires all young people to participate in schooling to Year 10, and then participate full time in education, training or employment, or a combination of these activities, until age 17.

**Achievement in the National Assessment Program (NAP)**, with a focus on:

- literacy
- numeracy
- civics and citizenship
- ICT literacy
- science literacy.

**Attainment** with a focus on:

- school completion and attainment
- attainment of young people in post-school learning pathways.
- Population-based attainment measures provide evidence of the outcomes of schooling including transitions to further study.

**Equity** with a focus on:

- Indigenous status
- sex
- language background
- geographic location
- socioeconomic background
- disability.

With the exception of retention to Year 12 by Indigenous students, which relates to COAG targets for Closing the Gap, equity measures are not separately listed in the Schedule of Key Performance Measures but are derived, for reporting purposes, by disaggregating the measures for participation, achievement and attainment where it is possible and appropriate to do so. Measures are disaggregated as outlined in the [Data Standards Manual: Student Background Characteristics](#) or other nationally agreed standards.

## 5 Schedule of Key Performance Measures

For reporting purposes, measures are disaggregated, where possible and appropriate, by Indigenous status, sex, language background, geographic location, socioeconomic background and disability.

Measures	Target population	Data source(s)	Frequency	2014	2015	2016	2017	2018
<b>1. Student participation</b>								
(a) <b>Enrolment</b>  Proportion of children aged 6–15 years who are enrolled in school	6–15-year-olds (disaggregation by jurisdiction only)	National Schools Statistics Collection; ABS Estimated Resident Population	Annual	✓	✓	✓	✓	✓
		Census of Population and Housing	Quinquennial			✓		
(b) <b>Attendance rate</b>  The number of actual full-time equivalent student-days attended by full-time students in Years 1–10 in Semester 1 as a percentage of the total number of possible student-days attended in Semester 1	Years 1–10	National Student Attendance Data Collection (ACARA) (administrative data)	Annual	✓	✓	✓	✓	✓
(c) <b>Attendance level</b>  The proportion of full time students in Years 1–10 whose attendance rate in Semester 1 is equal to or greater than 90 per cent	Years 1–10	National Student Attendance Data Collection (ACARA) (administrative data)	Annual		✓	✓	✓	✓

Measures	Target population	Data source(s)	Frequency	2014	2015	2016	2017	2018
(d) <b>NAPLAN participation</b> Proportion of students participating in NAPLAN for Years 3, 5, 7 and 9 for Reading, Writing and Numeracy	Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓
(e) <b>Apparent retention rates</b> from Year 10 to Year 12	Indigenous school students (cf. non-Indigenous school students)	National Schools Statistics Collection	Annual	✓	✓	✓	✓	✓
(f) <b>Participation of young people in VET including VET in Schools</b> Proportion of the population aged 15–19 years who in the calendar year successfully completed at least one unit of competency as part of a VET qualification at AQF Certificate II or above	15–19-year-olds	NCVER national VET provider collection; NCVER national VET in Schools collection; ABS Estimated Resident Population	Annual	✓	✓	✓	✓	✓
(g) Proportion of 15–19-year-olds in full-time education or training, in full-time work, or both in part-time work and part-time education or training	15–19-year-olds	ABS Survey of Education and Work	Annual	✓	✓	✓	✓	✓
		Census of Population and Housing	Quinquennial			✓		

Measures	Target population	Data source(s)	Frequency	2014	2015	2016	2017	2018
(h) Proportion of 20–24-year-olds in full-time education or training, in full-time work, or both in part-time work and part-time education or training	20–24-year-olds	ABS Survey of Education and Work	Annual	✓	✓	✓	✓	✓
		Census of Population and Housing	Quinquennial			✓		
(i) Proportion of 17–24-year olds who have left school that are in full-time education or training, in full-time work, or both in part-time work and part-time education or training	17–24-year-olds who have left school	ABS Survey of Education and Work	Annual	✓	✓	✓	✓	✓
		Census of Population and Housing	Quinquennial			✓		
<b>2. Student achievement: National Assessment Program – Literacy</b>								
(a) Proportion of students achieving at or above the national minimum standard for reading: Year 3—Band 2 Year 5—Band 4 Year 7—Band 5 Year 9—Band 6	Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓
(b) NAPLAN mean scale scores for reading	Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓
(c) Proportion of students achieving at or above the national minimum standard for writing: Year 3—Band 2 Year 5—Band 4 Year 7—Band 5 Year 9—Band 6	Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓

Measures	Target population	Data source(s)	Frequency	2014	2015	2016	2017	2018
(d) NAPLAN mean scale scores for writing	Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓
(e) Proportion of students achieving at or above the proficient standard (Level 3) on the OECD PISA combined reading scale	15-year-old students	PISA	Triennial		✓			✓
(f) Proportion of students achieving at or above the proficient standard (Intermediate international benchmark) in PIRLS	Year 4	PIRLS	Quinquennial			✓		
<b>3. Student achievement: National Assessment Program – Numeracy</b>								
(a) Proportion of students achieving at or above the national minimum standard for numeracy: Year 3—Band 2 Year 5—Band 4 Year 7—Band 5 Year 9—Band 6	Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓
(b) NAPLAN mean scale scores for numeracy	Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓
(c) Proportion of students achieving at or above the proficient standard (Level 3) on the OECD PISA combined mathematics scale	15-year-old students	PISA	Triennial		✓			✓

Measures	Target population	Data source(s)	Frequency	2014	2015	2016	2017	2018
(d) Proportion of students achieving at or above the proficient standard (Intermediate international benchmark) on the TIMSS mathematics scales	Years 4 and 8	TIMSS	Quadrennial		✓			
<b>4. Student achievement: National Assessment Program – Science Literacy</b>								
(a) Proportion of students achieving at or above the proficient standard in Science Literacy Year 6—Level 3.2 Year 10—to be established	Years 6 and 10	NAP – Science Literacy	Triennial		✓			✓
(b) Proportion of students achieving at or above the proficient standard (Level 3) on the OECD PISA combined scientific literacy scale	15-year-old students	PISA	Triennial		✓			
(c) Proportion of students achieving at or above the proficient standard (Intermediate international benchmark) on the TIMSS science scales	Years 4 and 8	TIMSS	Quadrennial		✓			

Measures	Target population	Data source(s)	Frequency	2014	2015	2016	2017	2018
<b>5. Student achievement: National Assessment Program – Civics and Citizenship</b>								
Proportion of students achieving at or above the proficient standard in Civics and Citizenship: Year 6—Level 2 Year 10—Level 3	Years 6 and 10	NAP – Civics and Citizenship	Triennial			✓		
<b>6. Student achievement: National Assessment Program – Information and Communication Technology Literacy</b>								
Proportion of students achieving at or above the proficient standard in ICT Literacy: Year 6—Level 3 Year 10—Level 4	Years 6 and 10	NAP ICT Literacy	Triennial	✓			✓	
<b>7. Student attainment</b>								
(a) Proportion of the 20–24-year-old population having attained at least Year 12 or equivalent or AQF Certificate II or above	20–24-year-olds	ABS Survey of Education and Work	Annual	✓	✓	✓	✓	✓
		Census of Population and Housing	Quinquennial			✓		
(b) Proportion of the 20–24-year-old population having attained at least Year 12 or equivalent or AQF Certificate III or above	20–24-year-olds	ABS Survey of Education and Work	Annual	✓	✓	✓	✓	✓
		Census of Population and Housing	Quinquennial			✓		