

Measurement Framework for Schooling in Australia

2019



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December 2019

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1 Introduction

The Measurement Framework for Schooling in Australia, including the schedule of key performance measures, provides the basis for Australian education ministers to report to the community on the performance of schooling, in accordance with the *Melbourne Declaration on Educational Goals for Young Australians*.¹

The measurement framework details agreed national key performance measures (KPMs) for schooling, outlines the annual assessment and reporting cycle and underpins the National Report on Schooling in Australia.

The Education Council has delegated the Australian Curriculum, Assessment and Reporting Authority (ACARA) to provide and apply a comprehensive and reliable national measurement framework and to assess data needs to review, and if necessary introduce, new performance indicators in the measurement framework.²

The 2018-19 review of the measurement framework has included consideration of the [National School Reform Agreement](#) and other national strategic work. 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 2019* replaces the *Measurement Framework for Schooling Australia 2015*, which is available on the ACARA website.³

In December 2019, Education Council endorsed the *Alice Springs (Mparntwe) Education Declaration* to replace the *Melbourne Declaration on Educational Goals for Young Australians*. The *Measurement Framework for Schooling in Australia 2019* will be further revised to reflect the new Declaration on Education Goals.⁴

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. Under the terms of the National School Reform Agreement, an independent review of the framework will be conducted in 2022.

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.

¹ The Measurement Framework for Schooling in Australia will be revised to reflect the *Alice Springs (Mparntwe) Education Declaration* in 2020.

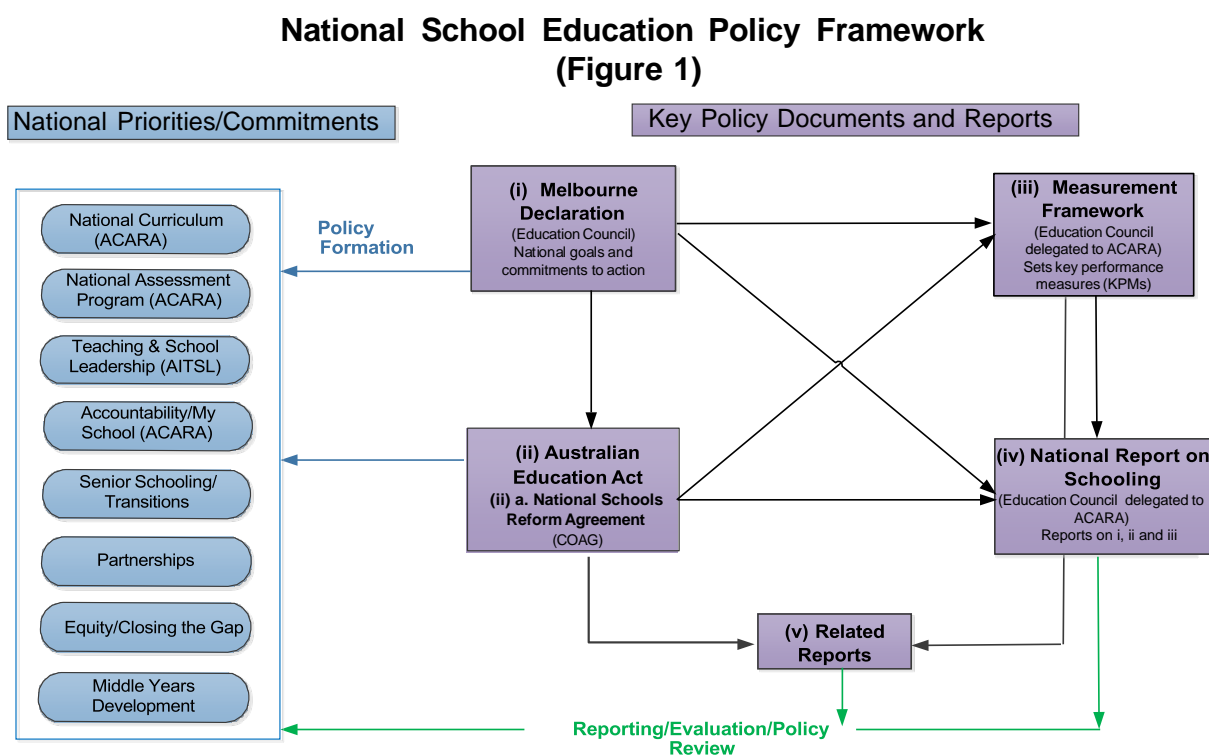
² ACARA Charter, 23 November 2016.

³ The 2010 and 2012 editions of the framework are also on the ACARA website. Previous editions of the framework, formerly known as the *Measurement Framework for National Key Performance Measures*, are available on the [Education Council website](#).

⁴ The *Measurement Framework for Schooling in Australia 2019* will be used for national reporting on schooling in Australia for the 2019 reporting year.

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 Figure 1 below and explained beneath the diagram.



Key policy documents and reports

(i) *Melbourne Declaration on Educational Goals for Young Australians*⁵

The *Melbourne Declaration on Educational Goals for Young Australians*, announced by education ministers in December 2008, sets two educational goals:

- 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

⁵ The Measurement Framework will be revised to reflect the *Alice Springs (Mparntwe) Education Declaration* in 2020.

- 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.

(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. These include the provision of information for the purposes of a national program to collect data on schools and school education.

The [National School Reform Agreement](#)⁶ articulates the objective that Australian schooling provides a high quality and equitable education for all students and the following outcomes:

- Academic achievement improves for all students, including priority equity cohorts
- All students are engaged in their schooling
- Students gain the skills they need to transition to further study and/or work and life success.

Sub-outcomes are specified for each of the outcomes.

The National School Reform Agreement also specifies the following targets:

- Australia considered to be a high quality and high equity schooling system by international standards by 2025
- lift the Year 12 (or equivalent) or Certificate III attainment rate to 90 per cent by 2020
- at least halve the gap for Aboriginal and Torres Strait Islander students in Year 12 or equivalent attainment rate by 2020, from the 2006 baseline.

The agreement specifies further that all sub-outcomes will be disaggregated by priority equity cohorts where available. Priority equity cohorts include Aboriginal and Torres Strait Islander students, students living in regional, rural and remote locations, students with a disability and students from educationally disadvantaged backgrounds.

The agreement also includes the policy initiative: Improving national data quality, consistency and collection to improve the national evidence base and inform policy development. A milestone for this initiative is that 'Education Council agree equity and proficiency standards (for

⁶ The National School Reform Agreement came into effect on 1 January 2019

numeracy and literacy assessed by NAPLAN) as part of the scheduled review of the National Measurement Framework for Schooling⁷

(iii) Measurement Framework for Schooling in Australia

The *Measurement Framework for Schooling in Australia 2019* (this document) details nationally agreed key performance measures for schooling arising from the Melbourne Declaration⁸ goals and commitment to action and KPMs reflecting targets specified in intergovernmental agreements on education. It addresses the commitment in the National School Reform Agreement to include equity and NAPLAN proficiency standards as part of the framework review. The schedule of Key Performance Measures specifies the data sources for the KPMs for public reporting in the *National Report on Schooling in Australia* and outlines the reporting cycle for the period 2019–23.

(iv) National Report on Schooling in Australia

The *National Report on Schooling in Australia* consists of a concise national report, reporting key information and commentary, published annually by ACARA on behalf of Education Council, and a web-based data portal, allowing public access to the various national data sets for schooling, including, but not limited to, the KPMs, as these become available.

The National Report on Schooling 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 KPMs for schooling defined in the Measurement Framework.

(v) Related Reports

Information relevant to the national KPMs is also reported in the annual Report on Government Services, released by the Productivity Commission on behalf of the Council of Australian Governments (COAG), and in the biennial COAG report *Overcoming Indigenous Disadvantage: Key Indicators*. Other related reports include the annual National Assessment Program Literacy and Numeracy (NAPLAN) national report, 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.

⁷ National School Reform Agreement, Schedule B, clause C (iii) a. The Measurement Framework for Schooling in Australia 2019 is the outcome of the scheduled review.

⁸ The Measurement Framework will be revised to reflect the *Alice Springs (Mparntwe) Education Declaration* in 2020

3 National Assessment Program

The Measurement Framework 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 national assessments approved 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 (NAPLAN)

National minimum standards for literacy and numeracy are defined for assessments in Reading, Writing and Numeracy at each year level. The national minimum standard for each year level is defined and located on a common underlying NAPLAN scale. Students achieving at 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.

For 2021, options for national proficient standards in NAPLAN will be developed for consideration by Education Council.

National Assessment Program—Sample Assessments

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

Proficient standards for sample assessments 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 national proficient standards for approved NAP sample assessments are:

- Civics and Citizenship Year 6—Level 2; Year 10—Level 3
- ICT Literacy Year 6—Level 3; Year 10—Level 4
- Science Literacy Year 6—Level 3; Year 10—Level 4.

National Assessment Program—International Sample Assessments

The national proficient standard for 15-year-old students participating in PISA (reading, mathematics and science) is Level 3 on the international PISA scales.

The national proficient standard for Year 4 and 8 students participating in TIMSS (mathematics and science) is the Intermediate international benchmark on the TIMSS scales.

The national proficient standard for Year 4 students participating in PIRLS (reading) is the Intermediate international benchmark on the PIRLS scale.

4 Outline of Key Performance Measures

The core of the Measurement Framework is the schedule of KPMs (Part 5). By intent, these KPMs are:

- strategic measures which provide nationally comparable data on aspects of performance critical to monitoring progress against the *Melbourne Declaration on Educational Goals for Young Australians*⁹
- 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 are:

Participation with a focus on:

- enrolment in school
- student attendance
- participation in NAP assessments
- retention
- participation of young people, including secondary students, in vocational education and training (VET)
- 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.

⁹ The Measurement Framework will be revised to reflect the *Alice Springs (Mparntwe) Education Declaration* in 2020

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.

Equity measures are not separately listed in the schedule of KPMs 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 2019–2023

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

Measures	Data source(s)	Frequency	2019	2020	2021	2022	2023
1. Student participation							
(a) Enrolment Proportion of children aged 6–15 years who are enrolled in school	Census of Population and Housing	Quinquennial 2021			✓		
(b) Attendance rate 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	National Student Attendance Data Collection (ACARA) (administrative data)	Annual	✓	✓	✓	✓	✓
(c) Attendance level 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	National Student Attendance Data Collection (ACARA) (administrative data)	Annual	✓	✓	✓	✓	✓
(d) NAPLAN participation Proportion of students in Years 3, 5, 7 and 9 participating in NAPLAN.	NAPLAN	Annual	✓	✓	✓	✓	✓
(e) Apparent retention rate from Year 10 to Year 12	National Schools Statistics Collection	Annual	✓	✓	✓	✓	✓
(f) Participation of young people, including secondary students, in VET 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	NCVER national VET provider collection; NCVER national VET in Schools collection; ABS Estimated Resident Population	Annual	✓	✓	✓	✓	✓

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Measures	Data source(s)	Frequency	2019	2020	2021	2022	2023
(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	Survey of Education and Work	Annual	✓	✓	✓	✓	✓
	Census of Population and Housing	Quinquennial 2021			✓		
(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	Survey of Education and Work	Annual	✓	✓	✓	✓	✓
	Census of Population and Housing	Quinquennial 2021			✓		
(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	Survey of Education and Work	Annual	✓	✓	✓	✓	✓
	Census of Population and Housing	Quinquennial 2021			✓		
2. Student achievement: NAP – Literacy							
(a) Proportion of students in Years 3, 5, 7 and 9 achieving (i) at or above the national minimum standard for reading	NAPLAN	Annual	✓	✓	✓	✓	✓
	(ii) at or above the national proficient standard for reading*	NAPLAN	Annual from 2021		✓	✓	✓
	(iii) at or above the national highly proficient standard for reading*	NAPLAN	Annual from 2021		✓	✓	✓
(b) NAPLAN mean scale scores for reading in Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓
(c) Proportion of students in Years 3, 5, 7 and 9 achieving (i) at or above the national minimum standard for writing	NAPLAN	Annual	✓	✓	✓	✓	✓
	(ii) at or above the national proficient standard for writing*	NAPLAN	Annual from 2021		✓	✓	✓
	(iii) at or above the national highly proficient standard for writing*	NAPLAN	Annual from 2021		✓	✓	✓
(d) NAPLAN mean scale scores for writing in Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓

*The implementation of NAPLAN proficient standards in 2021 is dependent on all schools transitioning to NAPLAN online by this time, and on a separate decision by Education Council endorsing the proficient standards.

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Measures	Data source(s)	Frequency	2019	2020	2021	2022	2023
(e) Proportion of participating 15-year-old students achieving at or above the proficient standard on the OECD PISA combined reading scale	PISA	Triennial 2021			✓		
(f) Proportion of participating Year 4 students achieving at or above the proficient standard in PIRLS	PIRLS	Quinquennial 2021			✓		
3. Student achievement: NAP – Numeracy							
Proportion of students in Years 3, 5, 7 and 9 achieving:							
(a) (i) at or above the national minimum standard for numeracy	NAPLAN	Annual	✓	✓	✓	✓	✓
(ii) at or above the national proficient standard for numeracy*	NAPLAN	Annual from 2021			✓	✓	✓
(iii) at or above the national highly proficient standard for numeracy*	NAPLAN	Annual from 2021			✓	✓	✓
(b) NAPLAN mean scale scores for numeracy in Years 3, 5, 7 and 9	NAPLAN	Annual	✓	✓	✓	✓	✓
(c) Proportion of participating 15-year-old students achieving at or above the national proficient standard on the OECD PISA combined mathematics scale	PISA	Triennial 2021			✓		
(d) Proportion of participating students in Years 4 and 8 achieving at or above the national proficient standard on the TIMSS mathematics scales	TIMSS	Quadrennial 2019; 2023	✓				✓
4. Student achievement: NAP – Science Literacy							
(a) Proportion of participating students in Years 6 and 10 achieving at or above the proficient standard in Science Literacy	NAP – Science Literacy	Triennial 2021			✓		

*The implementation of NAPLAN proficient standards in 2021 is dependent on all schools transitioning to NAPLAN online by this time, and on a separate decision by Education Council endorsing the proficient standards.

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Measures	Data source(s)	Frequency	2019	2020	2021	2022	2023
(b) Proportion of participating 15-year-old students achieving at or above the national proficient standard on the OECD PISA combined scientific literacy scale	PISA	Triennial 2021			✓		
(c) Proportion of participating students in Years 4 and 8 achieving at or above the proficient standard on the TIMSS science scales	TIMSS	Quadrennial 2019;2023	✓				✓
5. Student achievement: NAP – Civics and Citizenship							
Proportion of participating students in Years 6 and 10 achieving at or above the proficient standard in Civics and Citizenship.	NAP – Civics and Citizenship	Triennial 2019; 2022	✓			✓	
6. Student achievement: NAP – Information and Communication Technology Literacy							
Proportion of participating students in Years 6 and 10 achieving at or above the proficient standard in ICT Literacy	NAP ICT Literacy	Triennial 2020, 2023		✓			✓
7. Student attainment							
(a) Proportion of the 20–24-year-old population having attained at least Year 12 or equivalent or AQF Certificate II or above	Survey of Education and Work	Annual	✓	✓	✓	✓	✓
	Census of Population and Housing	Quinquennial 2021			✓		
(b) Proportion of the 20–24-year-old population having attained at least Year 12 or equivalent or AQF Certificate III or above	Survey of Education and Work	Annual	✓	✓	✓	✓	✓
	Census of Population and Housing	Quinquennial 2021			✓		