

APPENDIX 5: BILATERAL AGREEMENT BETWEEN QUEENSLAND AND THE COMMONWEALTH ON SCHOOLS REFORM

Preliminaries

1. The State of Queensland (Queensland) and the Commonwealth acknowledge the Traditional Owners of the lands and waters on which Australians live, learn and work, and pay respects to their Elders past, present and emerging.
2. This Bilateral Agreement satisfies the condition in paragraph 22(2)(b) of the *Australian Education Act 2013* (the Act) requiring each state and territory to be party to an agreement with the Commonwealth relating to the implementation of school education reform.
3. Aboriginal and Torres Strait Islander cultures and knowledges are fundamental to shaping and improving education systems and outcomes for Queensland's Aboriginal and Torres Strait Islander students. Queensland and the Commonwealth commit to ensuring that the implementation of this Bilateral Agreement is undertaken in a way that will enliven the priority reforms of the *National Agreement on Closing the Gap*.
4. Queensland and the Commonwealth acknowledge that Australia has a strong education system, but it can be better and fairer. To do that, governments and school systems need to ensure every student is supported to succeed so that no one is held back or left behind.
5. Queensland and the Commonwealth reaffirm their commitment to the vision for Australian schooling outlined in the *Alice Springs (Mparntwe) Education Declaration* for a world class education system that encourages and supports every student to be the very best they can be, no matter where they live or what kind of learning challenges they may face.
6. The *Better and Fairer Schools Agreement – Full and Fair Funding 2025-2034* (Heads of Agreement) sets out the shared intention of the Parties to the Heads of Agreement to work in partnership to improve education outcomes for all Australian students and build on the capability and capacity of the education workforce. This Bilateral Agreement outlines the actions and activities that Queensland will undertake to achieve these shared objectives.
7. This Bilateral Agreement between Queensland and the Commonwealth will commence on signature, with retrospective effect from 1 January 2025, and will expire on 31 December 2034, unless a variation is agreed in accordance with clause 28 of the Heads of Agreement. This Bilateral Agreement is part of the replacement of the *Interim School Funding Agreement 2025*, including Schedule D Appendix 4.
8. Following the progress review under clause 35 of the Heads of Agreement, Queensland and the Commonwealth may propose amendments to this Bilateral Agreement as per clause 28 of the Heads of Agreement. Any proposed amendments will pertain to additional reform efforts under Part 3 of this Bilateral Agreement from 2030 onward, explicitly excluding changes to the funding shares outlined in Part 2 - Funding. All proposed amendments must be mutually agreed upon to ensure the continuity of this Bilateral Agreement and its associated funding arrangements.

9. Clause 25 of the Heads of Agreement indicates that, following the expiry of this Bilateral Agreement, a new bilateral agreement will commence from 1 January 2035 unless otherwise agreed in accordance with the processes specified in clauses 26 to 29 of the Heads of Agreement.
10. The terms of this Bilateral Agreement do not limit Queensland's and the Commonwealth's ability to agree different terms as part of a future bilateral agreement. Any variations to this Bilateral Agreement will be in accordance with clause 28 of the Heads of Agreement.
11. For the avoidance of doubt, clauses 7 to 10 of this Bilateral Agreement do not limit either Party to pursue variations to, or withdrawal from, either this Bilateral Agreement or the Heads of Agreement in accordance with clauses 26 to 30 of the Heads of Agreement.
12. Should the Commonwealth provide more favourable funding terms to another state or territory (with the exception of the Northern Territory) as part of the Heads of Agreement or a bilateral agreement, then the Commonwealth will offer Queensland those terms as well, and, if agreed by Queensland, this Bilateral Agreement will be updated accordingly. For the avoidance of doubt, Queensland will receive an equivalent Commonwealth Schooling Resource Standard (SRS) funding percentage point uplift at least equal to that negotiated with other jurisdictions (with the exception of the Northern Territory).
13. Clause 12 of this Bilateral Agreement also includes but is not limited to:
 - a. an adjustment to the measurement of state and territory funding contribution included in another jurisdiction's bilateral agreement (with the exception of the Northern Territory)
 - b. any agreement the Commonwealth makes with any other state or territory which favourably impacts on that state or territory's financial contributions, reporting arrangements or risk sharing arrangements under the agreement.
14. In either of these cases, these terms will also be made available to Queensland, and this Bilateral Agreement will be updated to take into account the adjustment or material change to circumstance.
15. This Bilateral Agreement may also be updated through written agreement of the Commonwealth Education Minister and the Queensland Education Minister if there is a material change in the State's circumstances, beyond its reasonable control, which will affect Queensland's fiscal position or the recognition of the State's funding contribution, in accordance with the process in clause 28 in the Heads of Agreement.

State Reform context

16. This Bilateral Agreement sets out the reform activities to be undertaken during its term to give effect to the National Reform Directions outlined in the Heads of Agreement.
17. Queensland is a large state with a geographically dispersed population across the government and non-government schooling sectors. Almost two-thirds of Queensland state schools operate outside major cities and more than a quarter have fewer than 100 students.
18. Queensland schools have the second largest Indigenous student cohort in the country. From 2019 to 2023, Indigenous student enrolments in Queensland state schools grew by 12.1 per cent compared to 1.7 percent for all state school students in Queensland.

19. The Queensland Government is committed to the following overarching values for the Queensland education system:
 - a. empowering principals, teachers and school communities to deliver improved educational outcomes for Queensland children
 - b. implementing strategies to deliver improved NAPLAN results for Queensland
 - c. reducing administrative burden on teachers to allow them more time to focus on classroom teaching
 - d. ensuring schools are adequately resourced and empowered to maintain strong behavioural standards.
20. Consistent with clause 57 of the Heads of Agreement and section 77(2A) of the Act, non-government representative bodies (NGRBs) – the Queensland Catholic Education Commission (QCEC) and Independent Schools Queensland (ISQ) – and non-government approved authorities are required to cooperate with the Queensland Government in the implementation of this Agreement.
21. The activities listed above are provided for context and are not considered part of this Bilateral Agreement for the purposes of paragraphs 22(2)(b) and (c) of the Act.

PART 1 — PURPOSE, OBJECTIVES, OUTCOMES AND IMPROVEMENT MEASURES

22. Queensland and the Commonwealth acknowledge that a high-quality school education is critical to ensuring that Queensland's students will succeed in an increasingly complex world. Australia's future stability and economic prosperity is reliant on a high-quality, equitable and inclusive school system.
23. This Bilateral Agreement sets out the reform activities to be undertaken during its term to give effect to national Objectives, Outcomes and Reforms outlined in the Heads of Agreement.
24. As per clause 65 of the Heads of Agreement, the Parties seek to deliver upon the following Objectives:
 - a. Equity and excellence – schools and education systems are equipped to provide all students with highly effective evidence-based teaching and equitable learning opportunities and support them to maximise their learning.
 - b. Wellbeing for learning and engagement – schools take a structured approach to wellbeing for learning in a way which reflects their school and learning environment, and students have a sense of belonging, safety and engagement with their learning.
 - c. A strong and sustainable workforce – the workforce is respected and continues to grow, and teachers and non-teaching school staff are supported to innovate and be at their best to ensure young Australians thrive in their education. A sustainable workforce means that the Australian community recognises the value teachers and school leaders bring to students, communities and the economy.
25. This Bilateral Agreement also reiterates Queensland's and the Commonwealth's ambition and commitment to work together to contribute, along with other states and territories, to the national achievement of the national Objectives, Outcomes and Improvement Measures specified in the Heads of Agreement. While Queensland and the Commonwealth are committed to this, Commonwealth funding to states and territories under the Act is not conditional on the achievement of the Objectives, Outcomes or Improvement Measures in the Heads of Agreement or this Bilateral Agreement.
26. As per clause 41 of the Heads of Agreement, Queensland and the Commonwealth acknowledge that there are a range of external factors and services outside the scope of this Bilateral Agreement that may impact schools, students and their learning.

Improvement Measures

27. Queensland commits to:
 - a. the national Improvement Measures outlined in the Heads of Agreement and to pursuing an upward trend of improvement over the term of the Heads of Agreement in these measures in the Queensland context.
 - b. tracking and reporting its progress towards the Improvement Measures' national targets in its Annual Implementation Report to the Commonwealth, where the Commonwealth does not separately have access to the data, consistent with reporting obligations in Part 5 of the Heads of Agreement.

28. Unless otherwise indicated in the guidelines issued for the Annual Implementation Report (see Part 4 of this Bilateral Agreement), the Commonwealth will, as far as practicable, collect Queensland's data for the purposes of national reporting from existing data collections. Unless explicitly stated otherwise, reporting under this Bilateral Agreement will not impose any additional burden on schools.
29. As per Part 5 of the Heads of Agreement, the Commonwealth will publicly report Queensland's progress on the national Improvement Measures in an education reporting dashboard (noting the Commonwealth will seek agreement on the format and content of the dashboard from state and territory Education Ministers).

PART 2 — FUNDING

Required funding contributions

30. Under section 22A of the Act, Queensland must meet its funding contributions for the government and non-government sectors as a condition of receiving Commonwealth funding.
31. Queensland's funding contributions for the government and non-government sectors for 2025 onwards must be in accordance with section 22A of the Act and will determine the default requirement if this Bilateral Agreement is terminated by either party. If this Bilateral Agreement is terminated by either party, and is not replaced by another agreement, the State shares for Queensland will revert to the shares set out in section 22A of the Act.
32. Queensland's funding contributions for the government and non-government sectors agreed in this Bilateral Agreement are outlined in Table 1 below for each year from 2025 to 2034. The minimum funding contributions are expressed as a percentage of the SRS as defined in Part 3 of the Act.

Table 1. Queensland's agreed funding shares for the government and non-government sectors, 2025 to 2034

Sector	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
Government	70.50%	72.00%	73.50%	75.00%	75.00%	75.00%	75.00%	75.00%	75.00%	75.00%
Non-government	20.00%	20.00%	20.00%	20.00%	20.00%	20.00%	20.00%	20.00%	20.00%	20.00%

33. Queensland may use its needs-based funding model for government schools to direct additional funding towards the implementation of National Reform Directions and National Enabling Initiatives (as defined in Part 4 of the Heads of Agreement) and to benefit priority students and schools.
34. Queensland may direct the additional Commonwealth funding provided as part of the Heads of Agreement to schools with the highest levels of need according to Queensland's needs-based funding arrangements (consistent with sub-clause 78d of the Heads of Agreement). For the avoidance of doubt, this may include, but is not limited to, the allocation of funding or resources, or central or regional services or supports or resources provided to schools as part of its local needs-based funding arrangements consistent with the Act.
35. Additional Commonwealth funding in this Bilateral Agreement (and in the Heads of Agreement as it applies to Queensland) is to be interpreted as the additional Commonwealth funding share received by Queensland under this Bilateral Agreement over and above the Commonwealth's baseline share (20 per cent) of the SRS for public schools in 2024.
36. The Commonwealth's additional funding will be provided through increasing the Commonwealth's share for government schools in Queensland to 25 per cent of the SRS by 2034 from 20 per cent of the SRS in 2024, as detailed in Table 2 below. The Commonwealth's share of the SRS for Queensland government schools in any given year is to be reflected by the Commonwealth in legislation.

Table 2. the Commonwealth's agreed funding shares for Queensland's government sector, 2025 to 2034

Sector	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
Government	20.00%	20.42%	20.46%	20.49%	20.50%	20.79%	21.30%	22.08%	23.25%	25.00%

37. Consistent with clauses 44 and 45 of the Heads of Agreement and in the event of a change to the SRS that results in an impact on Queensland's contribution requirements, Ministers will agree to amend the contribution shares set out in clause 32 above to ensure that the State contribution amount is not impacted. The amended amount should represent the funding calculated as if the SRS settings are applied that were in operation at the time the Heads of Agreement commenced. The Commonwealth will facilitate this process by providing the data required to enable Queensland to calculate the amount of its contribution on an unchanged basis.
38. In December 2023, National Cabinet agreed that funding for foundational supports is to be agreed through new Federal Funding Agreements, with additional costs split between the Commonwealth, states and territories and final details to be settled through the Council on Federal Financial Relations.
39. Reforms to disability supports and services that are not for educational purposes, including foundational supports, may impact Queensland's school education services. Commonwealth funding under the Heads of Agreement and this Bilateral Agreement is not for these purposes. This Bilateral Agreement does not establish any Commonwealth requirements with respect to these reforms.
40. Consistent with current arrangements, clause 39 of this Bilateral Agreement does not preclude Queensland and the State's non-government schools from using Commonwealth funding under the Act to provide and improve education services and supports for students with disability more broadly.

Measurement of contributions

41. For the purpose of this Schedule, Queensland and the Commonwealth have agreed the costs that are measured towards Queensland's funding contribution requirements for the government and non-government sectors. In assessing compliance with section 22A of the Act, the National School Resourcing Board's (the Board's) Terms of Reference will direct the Board to use this agreed methodology for measurement of Queensland's contribution, including as set out in clauses 42 and 79 of this Bilateral Agreement.
42. Consistent with the calculation of the SRS, Queensland's funding contributions will be measured consistent with the existing Australian Curriculum, Assessment and Reporting Authority (ACARA) financial data reporting methodology for state Net Recurrent Income Per Student (NRIPS) for school years Year 1 minus 1 to Year 12, excluding funding for full fee-paying overseas students, along with the following additional funding types:
 - a. Up to the agreed percentages of the total SRS, as detailed in Table 3 below, for the government sector each year for costs contributing to the provision of education in government schools for the following:
 - i. capital depreciation

Table 3. maximum percentage allowance for allowable inclusions (share of the SRS)

	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
Allowable inclusions	4.00%	4.00%	4.00%	4.00%	3.98%	3.73%	3.28%	2.59%	1.55%	0.00%

- b. Funding for the government sector, for the following, where the expenditure relates to the provision of education in government schools, comprising:
 - i. Regulatory funding provided by the government for the government sector for the purpose of the Queensland Curriculum and Assessment Authority.
 - ii. Up to 1.8 per cent of the total SRS for the government school sector for non-standard inclusions where it directly contributes to educational outcomes in government schools, which may only include expenditure related to direct school transport for government school students. This can be phased in at a rate that is at most proportional to the reduction to the allowable inclusions as outlined in Table 3.
 - iii. Note that the inclusion of these costs will not result in a reduction in Queensland's recurrent funding to schools and students when compared to the previous year.
- c. All funding for the purpose of the National Reforms and National Enabling Initiatives outlined in Part 3 of this Bilateral Agreement or Part 4 of the Heads of Agreement.
- d. Any accounting standard changes as agreed between the Commonwealth and state and territory Ministers for Education, that affect the measurement of recurrent funding where the NRIPS methodology has not been adjusted to negate this impact (e.g. AASB 16).
43. The Commonwealth will provide Commonwealth funding and SRS data, on a quarterly basis, to assist states and territories in meeting the requirements of section 22A of the Act.
44. If the reported contribution for Queensland for a year falls short of meeting the required contribution for a sector by an immaterial amount, this will not be considered non-compliant with section 22A of the Act. An immaterial amount is less than or equal to 0.6 per cent of the total SRS for the sector, or another immaterial amount agreed by the Commonwealth Minister for Education for a year, which accounts for the timing constraint of State budget processes being finalised in advance of the year and the required contribution for the year being finalised at the end of the year following the annual School Census.
45. In assessing compliance with this Bilateral Agreement, the Commonwealth Minister for Education will request the Board, through the Board's Terms of Reference for its review of section 22A of the Act, to take into account mitigating factors that have contributed to non-compliance. This may include, but is not limited to, fluctuations from year-to-year in funding which could be assessed through, for example, the application of a three year rolling average if funding has fallen below the required amount, unintended and unforeseeable budget pressures in the State budget process, financial accounting impacts (e.g. actuarial assessments and timing of expenditures due to reporting dates), and other unforeseeable circumstances (e.g. natural disasters).

PART 3 — NATIONAL REFORMS

46. The National Reform Direction activities agreed in this Bilateral Agreement align with the National Reform Directions of the Heads of Agreement and Queensland commits to supporting and advancing initiatives aligned to each of the National Reform Directions.
47. Approved authorities of non-government schools in Queensland must adhere to their ongoing policy requirements (under subsections 77(2) and (2A) of the Act). As per clauses 56 and 57 of the Heads of Agreement, approved authorities of non-government schools in Queensland are required to cooperate with the Queensland Government in the implementation of this Bilateral Agreement.

National Reform Directions

48. Queensland commits to the following actions to give effect to the National Reform Directions as outlined in the Heads of Agreement.
49. The implementation of additional reform initiatives against the National Reform Directions will be phased in line with the delivery of additional Commonwealth investment.

Equity and Excellence

50. Whole-of-system and/or whole-of-school approaches that identify student learning needs early and provide tiered and targeted, intensive supports, in line with evidence-based teaching and a 'multi-tiered systems of support' (MTSS) approach. This approach includes:
 - a. Continuing to:
 - i. Through a MTSS approach, implement actions to improve engagement and achievement of students (with an initial focus on the teaching of reading through the Australian Curriculum).
 - ii. Provide differentiated support and supervision to schools to help drive school improvement.
 - iii. Focus delivery of the curriculum on teaching the basics like Mathematics and English in primary and secondary schools.
 - b. Undertaking the following additional effort:
 - i. Support students in transitioning to structured, full-time learning programs, including through a focus on small group tuition.
 - ii. Modernise school resourcing arrangements, including through streamlined administrative processes, strategic workforce planning and capability development, with the aim of improving whole-of-school approaches to identifying and responding to student learning needs.
51. A Year 1 phonics check and an early years of schooling numeracy check (once available) is made available to schools in Australia to support teachers and school leaders to identify student learning needs early.
 - a. Continuing to:

- i. Continue Queensland's Reading Commitment, delivering an evidence-informed approach to reading in the classroom supported by tailored resources and professional development, key checkpoints and advice for schools and families about reading difficulties and disorders.
 - b. Undertaking the following additional effort:
 - i. Support state schools to implement a mandatory Year 1 Phonics Check, and once available a mandatory numeracy check.
52. Initiatives that encourage student uptake of high-quality science, technology, engineering and mathematics (STEM) education opportunities.
- a. Continuing to:
 - i. Boost professional development with additional evidence-based training in STEM.
 - ii. Implement the Queensland Virtual Academy to increase equity in student access to evidence-based curriculum pathways, learning opportunities, and teaching expertise.
**The Queensland Virtual Academy offers live online sessions in difficult to staff learning areas or subjects, on-demand learning materials and targeted and virtual programs that enrich curriculum for targeted students and support schools in personalising student learning.*
 - iii. Provide access to laptops, digital devices and internet access for students in financially disadvantaged situations to close the digital divide.
 - b. Undertaking the following additional effort:
 - i. Progressively expand the Queensland Virtual Academy, providing greater equity access to evidence-based curriculum offerings and pathways, learning opportunities and teaching expertise.

Wellbeing for learning and engagement

53. Initiatives that support connections between schools and other non-school services to support students to come to school ready to learn, for example through full-service school models where appropriate.
- a. Continuing to:
 - i. Provide four integrated hubs, co-located in schools (in Kingston, Corymbia, Aurukun and Kowanyama) that bring together education, health and community services under one roof, to improve the health, wellbeing, education and life outcomes for students and their families.
 - ii. Supports for teachers to feel safe and supported in the classroom through a range of initiatives focused on addressing student behaviour and bullying, including through behaviour specialists and a zero tolerance on violence, vaping and drugs in schools.
 - b. Undertaking the following additional effort:
 - i. Extend access to healthcare professionals (such as general practitioners) in primary schools with the greatest need, including prioritisation of partnership school locations.

54. Structured initiatives that support wellbeing for learning and engagement, for example in-school wellbeing coordinators or access to School Counsellors, psychologists, mental health workers and/or youth health nurses
 - a. Continuing to:
 - i. Provide access to general and health practitioners in Queensland Government schools.
 - ii. Support state schools to expand access to chaplains and student wellbeing officers.
 - b. Undertaking the following additional effort:
 - i. Provide learning or engagement supports for schools to establish positive patterns of attendance and behaviour, including through supporting schools to partner with families and the community and through the development of whole school programs and capability building to maintain strong behavioural standards.
55. Initiatives which support student engagement in learning, for example greater student participation, attendance, inclusion and/or enhanced school-family engagement
 - a. Continuing to:
 - i. Make the Queensland Engagement and Wellbeing Survey (QEW) Survey available to all state schools.
 - ii. Boost professional development for teachers and leaders through training in inclusion and engagement.
 - iii. Deliver programs to improve attendance and educational outcomes for Aboriginal and Torres Strait Islander students, focussed on mentorship, coaching and intensive case management support.
 - iv. Support young people at risk of disengagement from education to re-engage in education, training or employment, including through initiatives such as Flexispaces and alternative learning programs.

A strong and sustainable workforce

56. Initiatives to develop, recognise, reward and/or deploy highly expert teachers, particularly in schools which need additional support, for example Highly Accomplished or Lead Teachers or equivalents.
 - a. Continuing to:
 - i. Support teacher uptake of Highly Accomplished and Lead Teacher status.
57. Access to high quality and evidence-based professional learning for teachers and school leaders and the provision of quality-assured curriculum resources that have been developed in partnership with the teaching profession.
 - a. Continuing to:
 - i. Deliver evidence-based, quality-assured professional learning for school leaders and teachers.

- ii. Implement the Professional Standards for Middle Leaders.
 - b. Undertaking the following additional effort:
 - i. Provide tailored resources and professional development to support mentors of early career teachers.
58. Initiatives to strengthen teacher and school leader wellbeing, for example actions to support safe and respectful schools, strengthen Aboriginal and Torres Strait Islander cultural safety, and reduce teacher and school leader workload.
- a. Continuing to:
 - i. Provide support services to improve principal health and wellbeing.
 - ii. Support teachers to feel safe in classrooms and have the resources needed to reduce the rates of burnout, attrition and assaults.
 - iii. Free up teachers to spend more time in the classroom and in one-on-one time with the students who need it, with less red tape and administration.
 - b. Undertaking the following additional effort:
 - i. Provide increased supports for schools to reduce teacher and school leader workload.
 - ii. Support small schools to improve educational outcomes, with fit-for-purpose approaches that refocus the curriculum on Mathematics and English.
59. Initiatives to increase teacher attraction and retention including those that encourage students to take up a career in teaching and increase the diversity of the teacher workforce, for example initiatives focused on increasing the number of Aboriginal and Torres Strait Islander educators, or through implementing actions under the *National Teacher Workforce Action Plan* and/or recommendations of *Strong Beginnings: Report of the Teacher Education Expert Panel*. This will include:
- a. Continuing to:
 - i. Deliver programs (including financial incentives) that attract and retain teachers in rural and remote areas of Queensland.
 - ii. Implement internship programs (such as Turn to Teaching and Trade to Teach) providing alternative pathways to become a teacher.
 - iii. Implement the Pearl Duncan Scholarship Program, which supports Aboriginal and/or Torres Strait Islander graduate, post-graduate, and non-teaching staff to gain the teaching experience and skills in a supportive environment while they study.
 - iv. Deliver the Remote Area Teacher Education Program (RATEP) (community-based teacher education) for Aboriginal and Torres Strait Islander people who aspire to become teachers.
 - b. Undertaking the following additional effort:
 - i. Expand access to specialist supports (e.g., in workplace health and safety) to maximise the value of teachers' time in the classroom and improve teacher retention.

60. Implementation of the reforms outlined above is outlined further in Table 4.
61. Reporting on the activities undertaken in respect of the above National Reform Directions will be undertaken through an Annual Implementation Report, as outlined in Part 4. For the avoidance of doubt, reporting on reforms will be limited to the actions described as 'additional effort' and will exclude those described as 'continuing'.
62. Activities under the National Reform Directions that will be undertaken by the non-government sector in Queensland will be articulated in an Addendum to this Bilateral Agreement, by 30 June 2025.

National Enabling Initiatives

63. Queensland commits to the following actions to give effect to the National Enabling Initiatives as outlined in the Heads of Agreement, and fulfil commitments as per Schedules B and C of the Heads of Agreement:
 - a. Contribute to collective work on a review of the SRS base and loadings calculation methodology.
 - b. Contribute to the implementation of the Unique Student Identifier (USI) to ensure all Queensland school students receive a USI.
 - c. Contribute to collective work to understand and provide advice to Education Ministers on:
 - i. socioeconomic diversity, its impact on schools and student learning and best practice approaches to addressing these impacts
 - ii. school attendance, its impact on learning and mechanisms to advance evidence-based approaches to addressing non-attendance, including school refusal.
 - d. Contribute to collective work to inform a Review of the Measurement Framework for Schooling in Australia to ensure it remains a relevant tool. This may include student level outcome data, appropriate disaggregated data, and information to inform possible new and updated measures. The Review's Terms of Reference are to be agreed by Education Ministers Meeting (EMM) and will include consideration of the costs and benefits of (with primacy given to any impact on teacher workload):
 - i. a new measure of student engagement
 - ii. a new equity in learning gain measure, to enable measurement of student learning growth
 - iii. national measures of access, participation and outcomes for students with disability to establish a better understanding of the education experiences and outcomes of students with disability
 - iv. extending the Australian Teacher Workforce Dataset to ensure that comprehensive data, based on teacher registration, is collected to better understand workforce trends including on early career retention and diversity, and extending the Australian Teacher Workforce Survey to capture data on out-of-field teaching.

- e. Supporting development of an early years of schooling numeracy check to support teachers to assess their students' numeracy skills and identify and respond to students who need tailored support.
- 64. As per clause 89 of the Heads of Agreement, Queensland will contribute to the development of a national Project Plan for each of the National Enabling Initiatives in clause 88 of the Heads of Agreement.
- 65. The provision of any information by Queensland as part of its contribution to the delivery of the National Enabling Initiatives will be consistent with the Project Plans to be agreed by EMM, the reporting requirements in Parts 4 and 5 of the Heads of Agreement (including clause 98 of the Heads of Agreement, which stipulates that, as far as practical, reporting requirements will leverage existing reporting processes and data sources and, unless explicitly stated otherwise, will not impose any additional burden on schools).
- 66. Queensland will not be penalised in any way for failing to achieve milestone deadlines in relation to the National Enabling Initiatives in the Heads of Agreement or this Bilateral Agreement if such non-achievement was due to delayed or non-achievement of other milestones or dependencies outside of Queensland's control.
- 67. As set out in clause 92 of the Heads of Agreement, the cost of National Enabling Initiatives will be met by Parties according to the cost sharing principles outlined in Schedule C to the Heads of Agreement, unless otherwise agreed by EMM. For joint projects, EMM typically utilises a population-based funding formula to determine jurisdictional funding propositions. For the avoidance of doubt, Queensland will not need to contribute more towards the jurisdictions' share of the national cost of a National Enabling Initiative than is proportional to Queensland's share of the total national school student population, unless otherwise agreed by Queensland's Minister for Education.
- 68. Queensland's obligations with regards to the National Reform Directions and National Enabling Initiatives specified in this Bilateral Agreement and the Heads of Agreement are fully dependent on Queensland receiving the additional Commonwealth funding agreed with the Commonwealth under this Bilateral Agreement.

Implementation

- 69. In committing to the above reforms, Queensland commits to the actions and milestones set out in Table 4.
- 70. The Queensland Government undertakes to co-operate with the non-government school sector in Queensland in the implementation of the reforms outlined in this Bilateral Agreement.
- 71. In accordance with subsection 77(2A) of the Act, non-government approved authorities are required to cooperate with their local state or territory government in the implementation of this Bilateral Agreement.
- 72. The non-government sector in Queensland, as per clause 57 of the Heads of Agreement, should cooperate with the Queensland Government to implement the National Reform Directions and National Enabling Initiatives. Activities against the National Reform Directions undertaken by the Queensland non-government sector will be included in reports by the non-government representative bodies provided to the Australian Government as set out in Part 5 and Schedule E of the Heads of Agreement.

73. The Commonwealth will not impose financial or other sanctions on Queensland for a failure by Queensland's non-government school sector to cooperate with this Bilateral Agreement, as per clause 87 of the Heads of Agreement. Nor will the Commonwealth impose sanctions on the non-government school sector for a failure of Queensland to cooperate with them in the implementation of this Bilateral Agreement.

National Reform Directions Implementation Milestones

Note: This table only includes the reforms listed as 'additional effort'

Table 4 – Queensland bilateral school reform milestones

Reform and Milestones	Sector	Timing
Reform A – Equity and Excellence		
<u>Whole-of-system and/or whole-of-school approaches that identify student learning needs early and provide tiered and targeted, intensive supports, in line with a 'multi-tiered systems of support' (MTSS) approach.</u>		
<ul style="list-style-type: none"> Support students in transitioning to structured, full-time learning programs, including through a focus on small group tuition. 	Public	From 2027
<ul style="list-style-type: none"> Modernise school resourcing arrangements, including through streamlined administrative processes, strategic workforce planning and capability development, with the aim of improving whole-of-school approaches to identifying and responding to student learning needs. 	Public	From 2026
<u>A Year 1 phonics check and an early years of schooling numeracy check (once available) is made available to schools in Australia to support teachers and school leaders to identify student learning needs early.</u>		
<ul style="list-style-type: none"> Support state schools to implement a mandatory Year 1 Phonics Check and, once available, a mandatory numeracy check. 	Public	From 2026
<u>Initiatives that encourage student uptake of high-quality science, technology, engineering and mathematics (STEM) education opportunities.</u>		

<ul style="list-style-type: none"> Progressively expand the Queensland Virtual Academy, providing greater equity access to evidence-based curriculum offerings and pathways, learning opportunities and teaching expertise. * <i>The Queensland Virtual Academy offers live online sessions in difficult to staff learning areas or subjects, on-demand learning materials and targeted and virtual programs that enrich curriculum for targeted students and support schools in personalising student learning.</i> 	Public	From 2027
Reform B – Wellbeing for Learning and Engagement		
<u>Initiatives that support connections between schools and other non-school services to support students to come to school ready to learn, for example through full-service school models where appropriate.</u>		
<ul style="list-style-type: none"> Extend access to healthcare professionals (such as general practitioners) in primary schools with the greatest need, including prioritisation of partnership school locations. 	Public	From 2029
<u>Structured initiatives that support wellbeing for learning and engagement, for example in-school wellbeing coordinators or access to School Counsellors, psychologists, mental health workers and/or youth health nurses.</u>		
<ul style="list-style-type: none"> Provide learning or engagement support for schools to establish positive patterns of attendance and behaviour, including supporting schools to partner with families and the community and through the development of whole school programs and capability building to maintain strong behavioural standards. 	Public	From 2028
Reform C – A Strong and Sustainable Workforce		
<u>Access to high-quality and evidence-based professional learning for teachers and school leaders and the provision of quality-assured curriculum resources that have been developed in partnership with the teaching profession.</u>		
<ul style="list-style-type: none"> Provide tailored resources and professional development to support mentors of early career teachers. 	Public	From 2028
<u>Initiatives to strengthen teacher and school leader wellbeing, for example actions to support safe and respectful schools, strengthen Aboriginal and Torres Strait Islander cultural safety, and reduce teacher and school leader workload.</u>		

<ul style="list-style-type: none"> • Provide increased supports for schools to reduce teacher and school leader workload. 	Public	From 2026
<ul style="list-style-type: none"> • Support small schools to improve educational outcomes, with fit-for-purpose approaches that refocus the curriculum on Mathematics and English. 	Public	From 2027
<p><u>Initiatives to increase teacher attraction and retention, including those that encourage students to take up a career in teaching and increase the diversity of the teacher workforce, especially by increasing the number of First Nations educators, or through implementing actions under the <i>National Teacher Workforce Action Plan</i> and/or recommendations of <i>Strong Beginnings: Report of the Teacher Education Expert Panel</i>.</u></p>		
<ul style="list-style-type: none"> • Expand access to specialist supports (e.g., in workplace health and safety) to maximise the value of teachers' time in the classroom and improve teacher retention. 	Public	From 2027

PART 4 — REPORTING REQUIREMENTS

Requirements for annual reporting to the Commonwealth

74. The following clauses set out the annual reporting arrangements for Queensland for a year (Year T).
75. As set out in Part 5, clause 100 of the Heads of Agreement, Queensland will also be required to ensure full and accessible information on its needs-based funding arrangement is publicly available, in line with subsection 78(5) of the Act.

Annual Funding Report

76. The Commonwealth will provide Queensland with a Funding Estimation Tool in January Year T+1 prior to Queensland's annual report with the final SRS data for Year T for the purpose of the Board's review of Queensland's compliance with section 22A of the Act.
77. As outlined in Part 5, sub-clause 101e of the Heads of Agreement, the Queensland minister responsible for school education, or their delegate (i.e. the Director General (or equivalent) of the Department responsible for school education) must provide an Annual Funding Report to the Commonwealth Education Minister, or their delegate such as the Departmental Secretary, for each calendar year of this Bilateral Agreement.
78. Queensland must provide its Annual Funding Report for Year T to the Commonwealth no later than 30 November Year T+1 (i.e. 30 November of the following year).
79. The Annual Funding Report must set out the following:
 - a. the total amount of funding provided by Queensland for government schools in Queensland for Year T as measured in line with clause 42 of this Bilateral Agreement
 - b. the total amount of funding provided by Queensland for non-government schools in Queensland for Year T as measured in line with clause 42 of this Bilateral Agreement
 - c. total full time equivalent enrolments for Year T, relating to the amounts in sub-clauses (a) and (b) above
 - d. the amount for each funding type set out in clause 42 of this Bilateral Agreement
 - e. the amount of funding consistent with the specified NRIPS methodology.
80. For the avoidance of doubt, each amount included in the Annual Funding Report must have been:
 - a. spent by the Queensland Government for schools for Year T (including centralised funds expended by the department for schools and funds allocated for schools that are not spent within Year T but are spent within remainder of the financial year or subsequent years by schools), or approved authorities, or
 - b. spent by schools or approved authorities for schools for Year T, and
 - c. not counted towards another reporting year for the purposes of this Bilateral Agreement, and

- d. not counted towards another Commonwealth-State agreement, without the explicit consent of the Commonwealth, and
 - e. this clause does not prevent Queensland also including budgeted amounts in its report.
81. Each amount included in the report for a sector must have been allocated or expended for that sector. Note: this means Queensland cannot count funding allocated or expended for one sector against the allocation or expenditure of another sector.
 82. Each amount included in the report must be net of any Australian Government funding.
 83. The Annual Funding Report provides the option for a statement explaining:
 - a. any material variances (positive or negative) in the total amount of Queensland's funding contribution that is between Year T and Year T-1 for:
 - i. government schools in Queensland and
 - ii. non-government schools in Queensland
 - b. any adjustments to Queensland's funding contribution (i.e. timing adjustments) outside of the specified NRIPS methodology.
 84. For each amount, the report must include evidence that the amount has been certified and is consistent with the agreed methodology in clause 42 of this Bilateral Agreement by one of the following:
 - a. the Auditor-General of Queensland or
 - b. an independent qualified accountant or
 - c. an independent qualified accountant engaged by ACARA for NRIPS funding or
 - d. the Director General or equivalent of the education portfolio for the state or territory, but only up to 0.1 per cent of the SRS for Queensland for all reported funding.
 85. The Annual Funding Report may also provide an explanation and supporting evidence for the Board's consideration of any shortfall between the total amount reported for Year T and the agreed funding contributions for Year T in clause 32 of this Bilateral Agreement.
 86. The Commonwealth will provide Queensland's Annual Funding Report to the Board for assessment of Queensland's compliance for Year T with section 22A of the Act, including any funding requirements specified in this Bilateral Agreement.
 87. The Commonwealth may request additional information from Queensland on behalf of the Board, to be provided within 21 days. If Queensland does not provide information or advice in this timeframe, the Board will make an assessment based on the information and evidence available. Such requests will be consistent with clause 98 of the Heads of Agreement which stipulates that as far as practical, reporting requirements will leverage existing reporting processes and data sources and, unless explicitly stated otherwise, will not impose any additional burden on schools.
 88. Queensland will have an opportunity to provide further information for the Board's consideration following its receipt of the Board's draft findings.

Annual Implementation Report

89. As outlined in Part 5, sub-clause 101a of the Heads of Agreement, the Director General or equivalent of the education portfolio for Queensland must provide an Annual Implementation Report to the Secretary of the Australian Government Department of Education for each calendar year of this Bilateral Agreement, for the purpose of assessing compliance with paragraph 22(2)(c) of the Act.
90. The template for the Annual Implementation Report is found at Attachment A of this Bilateral Agreement.
91. The Annual Implementation Report for a calendar year is required by 30 November Year T+1 (i.e. 30 November of the following year), or a date as agreed by the Commonwealth and Queensland.
92. The Annual Implementation Report must include:
 - a. progress towards agreed reform activity as outlined in Table 4 of this Bilateral Agreement for the National Reform Directions
 - b. how much additional funding from the Commonwealth was directed to implement or augment the National Reform Directions
 - c. where applicable, information on how the implementation of each of the National Reform Directions is relevant to priority equity cohorts (where applicable and as defined in the Heads of Agreement) and, where relevant, to schools which need additional support
 - d. progress towards Improvement Measures specified, only where not currently reported to the Commonwealth.
93. For the avoidance of doubt, Queensland's Annual Implementation Report should focus on government school implementation and Improvement Measures, noting that, as per clause 104 in the Heads of Agreement, non-government representative bodies will be required to provide an Annual Implementation Report for Year T to the Commonwealth for each calendar year by 30 November Year T + 1.
94. Unless explicitly stated otherwise, Queensland's reporting requirement will leverage existing reporting processes and data sources, as far as practical, and will not impose any additional burdens on schools. Requests to provide data and information to support public reporting will provide reasonable timeframes to respond and ensure accuracy and integrity of data provided.

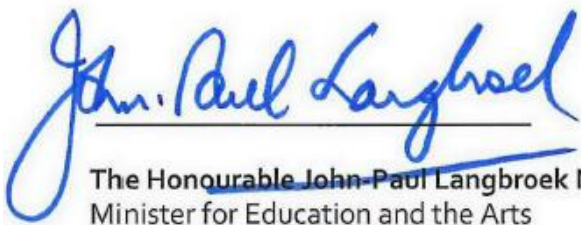
SIGNATURES

Signed for and on behalf of the Commonwealth
of Australia by



The Honourable Jason Clare MP
Minister for Education
Date 24/3/25

Signed for and on behalf of the State of
Queensland by



The Honourable John Paul Langbroek MP
Minister for Education and the Arts
Date 24.3.2025

ATTACHMENT A: ANNUAL IMPLEMENTATION REPORT TEMPLATE

Purpose of this reporting template

This Annual Implementation Report reporting template contributes to achieving the transparency and accountability commitments under the *Better and Fairer Schools Agreement – Full and Fair Funding 2025-2034*. Queensland will fill in the Annual Implementation Report annually and report it to the Australian Government Department of Education; non-government representative bodies will also be required to fill in their own template (see Schedule E of the Heads of Agreement).

National Reform Directions

Queensland is required to fill in the below table outlining its implementation of National Reform Directions (in relation to the government school sector) where there is allocation of additional Commonwealth investment. If work is already underway in Queensland in relation to a National Reform Direction, then Queensland can choose to report qualitative information on the progress of the National Reform Direction.

National Reform Directions	Allocation of additional Commonwealth investment	Description of local implementation	Outline the focus on priority equity cohorts and schools needing additional support (where applicable)	Details of qualitative or quantitative impact
[For example] Structured initiatives that support wellbeing for learning and engagement, for example in-school wellbeing coordinators or access to School Counsellors, psychologists, mental health	How much of the Commonwealth additional investment is being targeted to this work.			For example, ratio of wellbeing functions to students, where applicable.

workers and/or youth health nurses.				
[National Reform Direction]				

Specific National Reform Direction Implementation

National Reform Direction	20xx Update	Evidence/Caveats/Background Information
Phonics and early years numeracy check participation rates, including for priority equity cohorts (where data is available)		
Number of Highly Accomplished and Lead Teachers or equivalent		For example, certain percentage being deployed in schools which need additional support.

Improvement Measures

Queensland is required to fill in the following table outlining their progress against identified agreed Improvement Measures, only where data is not available at the Commonwealth level:

Improvement Measure	20xx Update	Evidence/Caveats/Background Information
[Jurisdiction-level Improvement Measure]		
[Identified jurisdictional target, where target already exists (if applicable)]		