



Department
for Education

16-19 performance measures

**Government consultation: technical
annex**

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Introduction

This technical guide is published to provide worked examples of the methodological changes proposed in the consultation on 16-19 performance measures, and further detail on presentational changes. It includes:

- In relation to Chapter 1: Making 16-19 performance measures more consistent and comprehensive
 - Publication of the analysis of the proportion of students at the end of 16-19 study who are not included in performance measures by level of study, including breakdowns by special educational needs.
- In relation to Chapter 2: Improving English and maths progress measures and Qualification Achievement Rates
- Further explanation of the methodological changes proposed to the English and maths progress measures (proposals 1 and 2)
 - Worked examples for the methodological changes proposed to the English and maths progress measures (proposals 1 and 2).
 - Publication of the outcomes of initial testing of making these methodological changes (proposals 1 and 2), for transparency.
 - Further detail on the breakdowns of English and maths progress that we propose (proposal 3).

16-19 students not included in performance measures

The table below provides the proportion of students at the end of 16-19 study who were not reported in the headline attainment, progress (value-added) and retention measures published for the 2024 to 2025 academic year.

Students taking only [qualifications approved for reporting in the English and maths progress measure](#) are not counted in the below percentages. This is because the extent of their 16-19 qualifications are accounted for in the English and maths progress measures. Students taking qualifications approved for reporting in the English and maths progress measure alongside other qualifications are included in the below percentages. This is because, even though the English and maths outcomes count towards English and maths progress measures, we are still missing these students' outcomes from their other qualifications in our attainment, progress and retention measures. These students are grouped by the highest known level of study out of their other qualifications.

Figure 1: 16-19 students not included in performance measures

	Total	Level 3	Level 2	Level 1	Entry level	Other qualifications (unclassified level)
Number of 16-19 year olds who are not included in performance measures	182,087	87,811	58,288	28,601	7,376	11
Proportion of 16-19 year olds studying at the level who are not included in performance measures	-	19%	90%	100%	100%	100%
Proportion of all 16-19 year olds who are not included in performance measures	32%	15%	10%	5%	1%	<0.5%
Number with SEN Support	30,044	11,541	11,308	6,506	688	1
Proportion with SEN Support	16%	13%	19%	23%	9%	9%
Number with EHC Plan	13,597	2,121	3,863	4,101	3,510	2
Proportion with EHC Plan	7%	2%	7%	14%	48%	18%

Proposed changes to the English and maths progress measures

Respondents to the consultation should refer to the existing [16-19 accountability measures technical guidance](#) for further detail on how performance measures, and English and maths progress measures are published.

In the 16-19 performance measures consultation, we make two proposals for methodological changes to the 16-19 English and maths progress measures.

Proposal 1: change the penalty for not entering students into exams in approved qualifications, so that it only applies to students who are reported at a provider after at least two consecutive years

Currently, we apply a penalty of -1 if students have not been entered into an exam in an approved English or maths qualification while they have been with that provider during 16-19 study. We apply that penalty regardless of how long a student has been at a provider.

Students that are entered and then withdrawn, or who do not turn up for the exam, are counted as not having entered the exam, and are also subject to the 'non-entry' penalty as well.

In the 2024 to 2025 academic year, in state-funded providers, there were 14,779 (16.3%) students in the English measure, and 20,139 (15.5%) students in the maths measure, that were reported after one year and received the non-entry penalty. In the proposed approach, these students would not receive the penalty.

The proposal in the 16-19 performance measures consultation would mean that we would still apply this penalty, but only where students have been with a provider for two or more consecutive years.

Respondents should note that for all performance measures, students are currently identified as being at the end of 16-19 study when they first meet at least one of the following criteria:

- a) they have entered for at least 2 qualifications, each of which is at least the size of an A level or they have entered for at least 1 qualification the size of at least 2 A levels, in the reporting year; OR
- b) they have entered for both a T Level core and T Level occupational specialism during 16 to 19 study (T Level measures are not yet published as part of the performance measures set out in this guidance, but this rule is already applied to

produce a normal cohort when reporting begins, and to ensure other student cohorts that are published are correct), OR

- c) they are 18 at the start of the reporting year and have not been reported in 16 to 19 performance measures at their current allocated school or college.

Schools or colleges are able to defer students who meet criteria a) or b) but who are continuing their 16 to 19 study, as part of the checking exercise, as long as the student has not reached age 18 before the start of the reporting year.

This is relevant to this proposal as it determines when students will be reported in English and maths progress measures, which may be before they have completed English and maths study if they are continuing this after age 18.

The worked examples below show how the proposed change would affect the calculation of progress scores in different circumstances.

Proposal 2: move the cap for students that do not improve their grade at 16-19 from -1 to -2

The English and maths progress measures reflect whether a student's 16-19 English or maths level 2 or below outcome constitutes progress from their starting point [GCSE result by the end of year 11], and we use a points system to reflect in the measure how much progress from their starting point they have made. This includes both progress forward from their starting point, and situations in which students achieve a lesser grade or level of qualification than their starting point.

The summary points table on p81 of the [16-19 accountability measures technical guidance](#) shows how points are awarded for different qualifications that are approved for teaching under the [16-19 maths and English condition of funding \(CoF\) guidance](#), when we calculate the progress measures.

If a student achieves an outcome in their English or maths qualifications at 16-19 which is worth fewer points than their prior attainment, they will contribute a negative score to the provider's progress measure.

Currently, this negative score is capped at -1. This means that even if, based on points, the student would get a score of less than -1 (eg. -1.5 or -2), they still only contribute a -1 score to the provider's progress measure.

We are proposing that in future we cap the negative score at -2. This means that a student scoring -1.5 or -2 based on the points structure would contribute their actual score of -1.5 or -2 to the provider's progress measure. A student scoring less than -2 (eg. -2.25) would still only contribute -2 to the provider's progress measure.

The worked examples below show how the proposed change would affect the calculation of progress scores in different circumstances.

Worked examples for proposals 1 and 2

These worked examples are provided for illustrative purposes only. When determining which qualifications students should be entered for, institutions must follow [the 16-19 maths and English Condition of Funding guidance](#).

As we are proposing to make the methodological changes for proposals 1 and 2 at the same time, and because there is some interaction between them, we provide below a worked example for a set of students in a college or school, that shows the impact of both of these changes.

The worked examples do not specify between English or maths qualifications or measures, as the outcomes for these scenarios would be the same whether in the English measure or the maths progress measure.

Figure 2: Worked examples showing English and maths progress scores contributed by students in different scenarios - current methodology compared to proposed methodology

Student	English/ maths prior attainment on entry to this provider	Best outcome from approved English/ maths qual while at this provider	Number of years with this provider	Score the student contributes to the measure – current methodology	Explanation – current methodology	Score the student contributes to the measure – proposed methodology	Explanation – proposed methodology
Student 1	GCSE grade 2	N/A – not entered for an exam	1	-1	The student contributes -1 points as they have not been entered for an exam in an approved English/maths qualification while at this provider	Out of scope	The student is considered out of scope for the measure as they have not been entered for an exam in an approved English/maths qualification, and have only been with the provider for 1 year (proposal 1)
Student 2	GCSE grade 1	GCSE grade X	1	-1	The student contributes -1 points as we count a grade X, where a student does not turn up to an exam, as them not having entered.	Out of scope	The student is considered out of scope for the measure as they have not turned up for an exam in an approved English/maths qualification, but have only been with the provider for 1 year (proposal 1)

Student	English/ maths prior attainment on entry to this provider	Best outcome from approved English/ maths qual while at this provider	Number of years with this provider	Score the student contributes to the measure – current methodology	Explanation – current methodology	Score the student contributes to the measure – proposed methodology	Explanation – proposed methodology
Student 3	GCSE grade 3	GCSE grade 1	2	-1	The student contributes -1 points as they have achieved 2 grades lower than their prior attainment, and this is currently capped at -1	-2	The student contributes -2 points as they have achieved 2 grades lower than their prior attainment, and we propose this should be capped at -2 (proposal 2)
Student 4	GCSE grade 2	GCSE grade U	2	-1	The student contributes -1 points as they have achieved the equivalent of 2 grades lower than their prior attainment, and this is currently capped at -1	-2	The student contributes -2 points as they have achieved the equivalent of 2 grades lower than their prior attainment, and we propose this should be capped at -2 (proposal 2)

Student	English/ maths prior attainment on entry to this provider	Best outcome from approved English/ maths qual while at this provider	Number of years with this provider	Score the student contributes to the measure – current methodology	Explanation – current methodology	Score the student contributes to the measure – proposed methodology	Explanation – proposed methodology
Student 5	GCSE grade 3	N/A – not entered for an exam	2	-1	The student contributes -1 points as they have not been entered for an exam in an approved English/maths qualification while at this provider	-2	The student contributes -2 points as they have not been entered for an exam in an approved English/maths qualification while at this provider (proposal 2)
Student 6	GCSE grade 1	GCSE grade X	2	-1	The student contributes -1 points as we count a grade X, as they not having entered.	-2	The student contributes -2 points as we count a grade X, where a student does not turn up to an exam, as they not having entered (proposal 2)
Student 7	GCSE grade 3	GCSE grade 4	2	+1	The student contributes +1 points as they have achieved 1 grade better than their prior attainment	No change	No change

Student	English/ maths prior attainment on entry to this provider	Best outcome from approved English/ maths qual while at this provider	Number of years with this provider	Score the student contributes to the measure – current methodology	Explanation – current methodology	Score the student contributes to the measure – proposed methodology	Explanation – proposed methodology
Student 8	GCSE grade 3	GCSE grade 6	3	+3	The student contributes +3 points as they have achieved 3 grades better than their prior attainment	No change	No change
Student 9	GCSE grade 2	Functional Skills Level 2	2	+1.5	The student contributes +1.5 points as in the points table published in the 16 to 18 accountability measures technical guidance	No change	No change
Student 10	GCSE grade 1	GCSE grade 2	1	+1	The student contributes +1 points as they have achieved 1 grade better than their prior attainment	No change	No change

Student	English/ maths prior attainment on entry to this provider	Best outcome from approved English/ maths qual while at this provider	Number of years with this provider	Score the student contributes to the measure – current methodology	Explanation – current methodology	Score the student contributes to the measure – proposed methodology	Explanation – proposed methodology
Student 11	GCSE grade 2	Functional Skills Level 1	2	0	The student contributes a neutral '0' points as they have achieved the same level as their prior attainment	No change	No change
Student 12	GCSE grade 2	GCSE grade 1	2	-1	The student contributes -1 points as they have achieved 1 grade lower than their prior attainment	No change	No change
Student 13	GCSE grade 1	GCSE grade U	2	-1	The student contributes -1 points as they have achieved the equivalent of one grade lower than their prior attainment	No change	No change

Outcomes of testing the methodological changes in proposals 1 and 2 on data for students completing 16-19 study in the 2024 to 2025 academic year

We have conducted some initial testing of the impact of the changes in proposals 1 and 2, if they were to be made together, using data for students completing 16-19 study in the 2024 to 2025 academic year.

As you can tell from the examples above, for many providers, the negative impact that proposal 2 (moving the negative progress cap and non-entry penalty from -1 to -2) could have on progress scores, will be partly balanced by the positive impact that proposal 1 (removal of the non-entry penalty for 1-year students) will have. The net change for all state-funded schools, and for FE sector colleges, nationally was positive, and slightly larger for FE sector colleges than for state-funded schools.

Figure 3: Testing of proposals 1 and 2 – methodological changes to English and maths progress measures - using data for students completing 16-19 study in the 2024 to 2025 academic year

Provider type	Number of providers		% providers with a net positive change to their progress score		% providers with a net negative change to their progress score		Average change to progress score	
	English	Maths	English	Maths	English	Maths	English	Maths
All providers	1,715	2,052	24.3%	24.2%	15.2%	16.2%	0.00	-0.03
All state-funded schools	1,294	1,556	14.4%	17.2%	10.8%	10.9%	0.02	0.01
All FE sector colleges	203	204	91.6%	94.1%	4.4%	3.4%	0.11	0.12
All independent schools	206	279	20.4%	11.1%	52.4%	54.5%	-0.23	-0.41

Proposal 3: showing breakdowns of the data by student prior attainment

The below shows an example of the new data that could be included if we show additional breakdowns of data by student prior attainment, alongside the existing headline data. The final visual may look different from this as it will be subject to user testing and development, but this shows the data that we propose including.

All figures included are for representative purposes only.

The table below shows the existing data, which we would continue to show as the headline metric.

Figure 4: Existing headline data shown at provider-level

Data	Number of students	School / college	Local authority	England
English average progress	700	0.55	0	0.17
% entering an approved English qualification	-	88.0%	78.9%	81.2%
Maths average progress	800	-0.15	-0.14	0.05
% entering an approved maths qualification	-	90.1%	82.1%	82.3%

The following table shows the new data that we would start publishing at provider-level under proposal 3. It is shown for English as an example, but the same data would be shown also for maths.

Figure 5: Breakdowns by prior attainment – new information proposed to be shown alongside the main data (proposal 3)

Data	School / college	Local authority	England
Number of students with English prior attainment of GCSE grade 3+	40	300	49,422
English average progress [students with prior attainment GCSE grade 3]	+0.12	0	+0.16
% students that improve their grade [students with prior attainment GCSE grade 3]	40.0%	39.2%	38.3%
% entering an approved English qualification [students with prior attainment GCSE grade 3]	78.0%	85.0%	86.5%
Number of students with English prior attainment of GCSE grade 2 and below	65	500	38,621
English average progress [students with prior attainment GCSE grade 2 or below]	-0.15	-0.01	+0.17
% students that improve their grade [students with prior attainment GCSE grade 2 or below]	41.2%	39.0%	39.4%
% entering an approved English qualification [students with prior attainment GCSE grade 2 or below]	65.2%	68.1%	74.4%

All data is for example only, and does not refer to any real school, college or local authority's data. The same data points would also be shown for maths average progress scores, % students improving their grade and % entering an approved maths qualification, broken down by prior attainment.



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