

Clear Horizon

Nauru Improved Education Investment End-of-Term Review

Prepared for the Australian High Commission Nauru

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Design. Evaluate. Evolve.

Clear Horizon Consulting
129 Chestnut Street, Cremorne VIC 3121
T +61 3 9425 7777
www.clearhorizon.com.au



Contact Details

Clear Horizon Contact	Client Contact
Byron Pakula	Angus Hinton
Principal Consultant	Second Secretary Development Cooperation
Clear Horizon Consulting	Australian High Commission Nauru
129 Chestnut Street, Cremorne VIC 3121	MQ45 NPC Oe, Aiwo District, Republic of Nauru
Telephone: (03) 9425 7777	P: +674 557 3380 Ext 207
E: byron@clearhorizon.com.au	E: Angus.Hinton@dfat.gov.au

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Lead Author	Helen Rose
Project Director	Byron Pakula
Internal Contributors	Samiha Barkat
External Contributors	
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Acronyms

AOP	Annual Operational Plan
ABF	Australian Border Force
DFA	Direct Funding Arrangement
DFAT	Department of Foreign Affairs and Trade
DoE	Nauru Department of Education
ECE	Early Childhood Education
GoA	Government of Australia
GoN	Government of Nauru
KRQ	Key Review Questions
NSDS	National Sustainable Development Strategy
NSS	Narau Secondary School
ODA	Overseas Development Assistance
PACTAM2	Pacific Technical Assistance Mechanism Phase 2
PAF	Performance Assessment Framework
RAF	Refugee and Asylum Seeker
RoN	Republic of Nauru
TA	Technical Assistance
ToR	Terms of Reference
TVET	Technical Vocational Education and Training
UNE	University of New England
USP	University of the South Pacific
QCE	Queensland Certificate of Education

Executive Summary

Introduction

Australia's development program in Nauru supports the objectives of a socially stable and economically resilient Nauru that has effective and accountable public sector management, and invests in nation-building infrastructure, and quality education and health services. Australia is Nauru's major development partner. The Department of Foreign Affairs and Trade (DFAT) is supporting the education sector by assisting Nauru to improve the quality of education and supporting a work-ready pool of Nauruans to take up future employment opportunities in the region. DFAT provided \$3.2 million in ODA assistance in 2016-2017 for the education investment which is 14% of the total ODA to Nauru from Australia.

A strategic end-of-term review of the DFAT-funded Improved Education Investment was undertaken between March-June 2018 to support DFAT's improved performance and strategic planning of the education sector within the Nauru Aid Program.

Overview of DFAT's education investments

This review follows on from the most recent independent review completed in 2014 and covers education investments since then with a focus on the four aid modalities utilised by DFAT:

- **Direct Funding Assistance (DFA)** – DFAT supports implementation of Nauru's Education Sector Strategy 2017-2021 with a DFA for the Department of Education (DoE) through an operational account. DoE use this account to implement their education strategy;
- **Technical Assistance (TA)** – Technical Assistance support to the DoE – Strategic Plan Implementation Advisor;
- **Infrastructure** – includes the Learning Village - Nauru Secondary School, Technical and Vocational Education and Training (TVET) Centre, Learning Centre- University of South Pacific campus; and
- **Scholarships** – Each year DFAT offers around 8 Australia Award scholarships to Australian tertiary institutions and around 10 Australia Award Pacific Scholarships to Pacific regional institutions at technical, under-graduate and graduate levels.

Overall findings

The review assessed DFAT's education investments in Nauru against an agreed set of key review questions (KRQ), structured around DFAT's aid quality check (AQC) criteria including (i) relevance, (ii) effectiveness, (iii) efficiency, (iv) monitoring and evaluation, and (v) cross-cutting issues.

Relevance – Overall Rating – Good (5/6)

Findings from the review indicate that overall the projects supported by DFAT in this review period were highly relevant to Government of Nauru's objectives contributing towards the Nauru Sustainable Development Strategy (NSDS) education goals and DoE's strategic plan. To ensure ongoing relevance of DFAT's investments, a more targeted approach to the use of DFA could be applied in one of the areas of identified need: early years learning, literacy, positive student behaviour management, and Nauruan teacher quality and retention. Further, where appropriate, multiple modalities could be used towards an agreed focus area, for example, early years learning utilising DFA combined with infrastructure support to ensure practical class sizes in this sector.

Effectiveness – Overall Rating – Adequate (4/6)

The results for effectiveness of DFAT investments over the review period were mixed, with some of the projects considered to be somewhat effective or likely to be effective on completion. The most effective area of support through the DFA was in the senior and post-secondary sectors where the implementation of the Queensland Certificate of Education (QCE) curriculum and certification, TVET Queensland TAFE partnership, and the University of New England (UNE) teacher training program has begun to demonstrate initial progress in senior secondary student results. It appears that combined strategies used by DFAT may have begun to contribute to more students remaining in school at the senior secondary level and more students gaining a regionally recognised certification.

Technical Assistance (TA) has only been in place for one of the four years of the review period. While it is too soon to assess the effectiveness of this assistance, review findings suggest that this role has generally been beneficial to both DFAT and DoE. The role is assessed to have the potential to be effective over time.

Scholarships have only resulted in two additionally trained teachers in the education system over the four-year period, and while the infrastructure investment at the Learning Village is beginning to demonstrate some results, the major initiative of the Learning Centre has only begun operating during this review.

Efficiency – Overall Rating – Adequate (4/6)

Review findings show that overall DFAT's contributions (time and resources) were adequately utilised to achieve educational outcomes. DFAT have used GoN systems through the DFA to provide funding and support to the education sector. This enhanced efficiency as there were no requirements to go through an external service provider, which allowed cost savings and omitted the need to create parallel systems of program management. However, the review identified some weaknesses in the manner DFAT support is planned and reported on. For instance, the six-monthly Annual Operational Plan (AOP) reports do not clearly show progress on DFAT-funded initiatives. The application of the four modalities could be improved to increase the likelihood of achieving intended targets of future education investments.

Monitoring and Evaluation (M&E) – Overall Rating – Less than Adequate (3/6)

Findings from the review indicate that M&E and reporting of DFAT's investment is 'less than adequate'. DFAT do not have an overarching strategy for their education investments or a Theory of Change (ToC) linked to a robust results framework against which to measure progress. This may limit DFAT's ability to make evidence-based decisions, and for learning and accountability. Current individual M&E arrangements for the three modalities – scholarships, infrastructure and TA – generally meet most of DFAT M&E standards and are deemed suitable. Nevertheless, M&E and reporting for the DFA modality needs to be considerably strengthened as currently DFAT are reliant on AOP reports to track progress against activities. Outcomes reporting for DFAT-funded activities could further satisfy DFAT M&E standards and provide DFAT-Nauru with a more comprehensive performance story of their investments. Review findings indicate that both DFAT and DoE could benefit from targeted support in monitoring, reporting, evidence-based planning, and learning.

Cross-cutting Issues – Overall Rating – Adequate (4/6)

Findings suggest that gender and inclusion are incorporated as cross-cutting issues in education programming in Nauru. Application of gender policies and activities in education were found to be sound. Furthermore, there is considerable awareness of the issue of inclusion across the education sector, and although progress has been made in the Able Disable Centre, it is acknowledged that significantly more expertise is required in this area to address major issues. There is limited understanding or expertise in addressing students with special needs and those who experienced trauma. Bullying in schools, from an early age, was found to be a considerable issue, which was negatively impacting inclusion, and needs to be addressed.

Key recommendations for future education investments by DFAT

Based on the overall review findings and lessons learned, the review team make the following recommendations for the overall education sector and for each of the four modalities employed by DFAT.

Overall Education Sector:

1. Overarching Sector strategy- DFAT to develop a sector-wide strategy (as part of the re-design of the education investment process) that has a coherent Theory of Change across the multiple aid modalities and is harmonised with other sector interventions in Nauru (i.e. infrastructure, health and public-sector reform).
2. Donor Coordination- It is recommended that there is improved donor coordination. This may include donors jointly agreeing on broad areas of funding support and could be initiated as part of the DFAT re-design of its education programming in Nauru.
3. Education Working Group- it is recommended that this group is reformed to have a more holistic approach between the various stakeholders.
4. Increased emphasis on retaining quality Nauruan teachers- A combined approach to recruiting, training, and retaining quality Nauruan teachers should be taken.

Four Modalities:

5. Longer term DFAs- Future DFAs should be a longer agreement (for example, three-year) with detailed performance expectations and reporting mechanisms clearly articulated. DFAs should contain guidelines of items that may not be funded by GoA funds. Utilisation of DFA funds should remain based on the Education Strategic Plan objectives. Reporting would continue to be annual and rolling annual plans developed with future forecasts.
6. Sector focus- DFA funds, along with other modalities, should be used in an agreed area of focus in order to achieve maximum outcomes. It is recommended that this focus remain on senior secondary in the short to medium term to consolidate gains while planning a strategy to move the focus to early years learning (Prep, Years 1 and 2).
7. Technical Assistance- DFAT should continue to provide technical assistance to GoN and the DoE. However, an update of the current Terms of Reference for the Strategic Plan Implementation Advisor could help address some of the implementation, monitoring and reporting challenges of DFAT-funded activities. Moreover, DFAT could also consider providing targeted capacity building (M&E, statistical data analysis and reporting) support to DoE staff.
8. Infrastructure- DFAT could consider supporting physical enhancements for the TVET Centre to accommodate Certificates III and IV training.
9. Scholarships- DFAT should endeavour to better align the scholarship awards to a well-considered priority list based on the needs of the projected requirements of the education sector and improve the monitoring, reporting and adjustment of scholarship with evidence gained.
10. Enhanced M&E- monitoring and evaluation of program results with required adjustments to strategy based on learning should be prioritised.

1 Background

1.1 Context

Nauru is one of the world's smallest and most remote countries, consisting of a single island of 21 square kilometres. It has a central plateau with most of the population (10,084 in the 2011 Census) living on the perimeter strip of coastal land.

Nauru's education system comprises 10 schools – five infant schools, four primary schools and one secondary school – of varying quality and capacity. GoN manages all the schools through DoE. Total student enrolment in 2017 was 3,584 students (1,757 girls and 1,827 boys)¹. At the infant school level, the first year (play centre) is not compulsory. Compulsory education begins with the pre-school year. Children progress from infant schools to Yaren Primary School (Years 1 – 2), and then on to Nauru Primary School (Years 3 – 5), and Nauru College (Years 6 – 8), Nauru Secondary School (Years 9 – 12), and Nauru TAFE Centre (years 10 – 12 plus community education). Compulsory education ends at Year 12. Kayser College, a Roman Catholic, government-managed and -funded institution, provides a parallel pathway for the infant years through to Year 8 when students leave to enter Year 9 at Nauru College². There is a long tradition of GoN providing annual scholarships to Year 8 students (ages 14-15) to complete their education in Fiji. Nauru also has a centre for disabled children and youth of all ages (the Able Disable Centre). There is limited provision of post-secondary technical and vocational education and training (TVET) which has moved into the new Learning Village. There is currently no provision of tertiary education.³

The Australian Government has been providing financial and technical support to the Nauru education sector since 2009. Australia's Aid Investment Plan 2015-2016 to 2018-2019 and Aid Partnership Arrangement with Nauru supports human development by assisting Nauru deliver better health and education outcomes by improving the quality of education and primary health care. In the education sector, DFAT works jointly with Nauru's DoE to support implementation of the reform program in DoE's Strategic Plan 2011-2016 and 2017-2021.

1.2 Overview of DFAT Nauru's Education Investments

DFAT uses four main modalities for its support to DoE: technical assistance, scholarships, infrastructure for education and the DFA. Technical assistance includes the Strategic Plan Implementation Advisor co-located within the DoE. Each year, DFAT also offers about 17-18 scholarships to Nauruan students to study abroad. In the 2017-2018 fiscal year, eight students were offered scholarships under Australia Awards to attend Australian tertiary institutions while 10 students received scholarships under Australia Award Pacific Scholarships to Pacific regional institutions at technical, undergraduate and graduate levels. Further, in 2016, DFAT provided \$5 million to DoE in co-funding for the construction of a 'Learning Village' to provide Nauruans better access to tertiary education on-island through a new campus for the University of the South Pacific and possibly other tertiary institutions.

The predominant modality of DFAT assistance is provision of direct funding to the DoE through a multi-sectoral Operational Account. In 2016, DFAT provided \$3.05 million to DoE under the DFA. Initiatives supported through the DFA include: funding for expatriate teachers, developing a draft new five-year strategic plan for DoE, and development of a new Technical and Vocational Education and Training Strategic Plan.

¹ Source: Department of Education

² Nauru Education Sector Review, January 2010, Ian Collingwood

³ Nauru Education Sector Review, January 2010, Ian Collingwood

2 Objectives

The objectives of this review was to undertake an in-house end-of-term review of DFAT's education investments to support improved performance and strategic planning of the education portfolio within the Nauru Aid Program. The review was limited to investments since 2014, and the purpose was threefold: (i) prove – to assess the effectiveness of the Australian government's current approaches to education programming in Nauru; (ii) improve – to recommend future strategic investment approaches and priorities for the Nauru Improved Education portfolio; and (iii) knowledge generation – to identify key strengths, weaknesses, and opportunities in the education sector to help support GoN with human development by improving the quality of education. The review is expected to address the following criteria: relevance, effectiveness, efficiency, monitoring and evaluation, and cross-cutting issues (gender, disability and climate change). These are elaborated in Annex 2: Key Review Questions.

2.1 Methodology

The review team, from Clear Horizon, comprised two international specialists – an Education Specialist and a Monitoring and Evaluation (M&E) Specialist. The review methodology included: (i) a desktop review of documents; (ii) semi-structured key informant interviews; (iii) site visits; (iv) an in-country mission to Nauru in April 2018; (v) a preliminary findings briefing delivered at the end of the in-country mission; and (vi) a summit workshop conducted in June 2018 to present, discuss and finalise the review findings and recommendations with DFAT and GoN.

The desktop review was undertaken to inform the review plan and to develop key review questions (KRQs, more details can be found in Annex 2). Semi-structured key informant interviews were undertaken with a range of stakeholders, allowing respondents the flexibility to discuss other relevant issues. The full list of people interviewed is outlined in Annex 3: List of People Interviewed. A two-week in-country mission was undertaken in April-May 2018 by the review team to conduct interviews with key stakeholders – GoN and DoE representatives, school administration and DFAT staff – and to visit selected education sites. Data was examined using qualitative analysis for key themes, and categorised by KRQs and sub-KRQs within the evidence matrix (refer to Annex 1: Evidence Matrix). At the conclusion of the in-country mission, a preliminary findings workshop was conducted with staff from DoE, Planning and Aid Division (PAD), DFAT and USP, NSS, and TVET administration to review and validate the preliminary evidence and findings. The initial findings were also presented to the Minister and Secretary of Education, and the Australian High Commissioner and Second Secretary. A summit workshop was held with Clear Horizon, DoE and DFAT in June 2018. At the summit workshop, Clear Horizon worked with representatives from DFAT and DoE and the wider education community (school principals, TVET etc) to finalise key findings and recommendations from the review.

2.2 Review Limitations

This review was largely dependent on using and triangulating data from the Education Management Information System (EMIS) and the Annual Operating Plan (AOP) reports to substantiate review findings. The Education Strategic Plan 2017-2021 notes that DoE has invested in the EMIS since 2008 but outputs from the system remain limited. Moreover, some of the data in the EMIS for the review period was incomplete, and the system was inoperative several times during this assessment which limited the review team's ability to fully analyse the available data. Further, information in the AOP reports was discrete and did not always provide a clear and cohesive performance story or progress against DFA activities. Given the data gaps, it was at times difficult to assess whether the data in the reports for the review period was using like-for-like comparisons. Lastly, given the size of Nauru, and the small pool of informants who were interviewed, the strength of evidence is considered moderate and at times weak where anecdotal evidence could not easily be triangulated.

3 Detailed Review Findings

3.1 Relevance

Strength of Evidence:	Strong	Overall Rating:	Good (5 / 6)
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Key Review Question 1 (KRQ): Given the objectives of DFAT and the GoN in the education sector, to what extent are existing DFAT initiatives relevant?

Findings from the review indicate that overall the projects supported by DFAT in this review period were highly relevant to GoN's objectives, as they contributed towards the NSDS education goals and DoE's strategic plan. Combined DFAT support in education is also aligned to the Australian Aid Investment Plan (AIP 2015-2016; 2017-2018) objectives. The four modalities used by DFAT – Direct Funding Agreement (DFA), infrastructure, technical assistance and scholarships – have shown varying degrees of relevance which is elaborated below. The review findings indicate that the DFA is still the most appropriate modality to achieve DoE's priorities as the funds are used to support key activities in the Department's Annual Operational Plan (AOP). Technical Assistance (TA) support was not utilised during the majority of the review period; however, the current Strategic Plan Implementation Advisor arrangement was found to be a relevant support mechanism to both DoE and DFAT. Infrastructure investment has been highly relevant, completing the Learning Village with its final major component to provide regionally recognised qualifications in Nauru through USP. There is some evidence to suggest that DFAT Scholarships may not be awarded based on a relevant and well-defined priority list from GoN. The review team found that there was limited alignment demonstrated between scholarships provided by DFAT and demonstrated need from the Department of Education.

DFAT support alignment with the NSDSS and the Aid Investment Plan (AIP)

DFAT's current education investment is highly relevant to GoN's education priorities and is providing targeted contribution to the NSDS goal to "improve the quality and broaden the scope and reach of education" in Nauru. Further, DoE's strategic plan, informed by the NSDS, states the following four objectives which have clear links with the three DFAT outcomes identified in the Performance Assessment Framework (PAF) to monitor and measure DFAT progress against support provided to DoE. The four DoE objectives mapped against the three DFAT outcomes are:

1. Improving quality and access to early years, primary and secondary education. This objective corresponds to Outcome 3.2 in the PAF – improved teaching practice and educational outcomes for early learning, primary and secondary students (resulting from teacher recruitment and training) – and Outcome 3.3 – improved post-secondary education opportunities and outcomes for students and tertiary qualified Nauruans to support national development.
2. Create a proactive and continually improving education system. This relates to all three outcomes in PAF: Outcome 3.1 Effective implementation of the GoN Education Strategic Plan and Annual Operating Plans; Outcome 3.2 Improved teaching practice and educational outcomes for early learning, primary and secondary students (resulting from teacher recruitment and training); and Outcome 3.3 Improved post-secondary education opportunities and outcomes for students and tertiary qualified Nauruans to support national development.
3. Improved learning outcomes for all students which relates to Outcome 3.2.
4. A sustainable and high-quality workforce to meet future education needs which corresponds to Outcome 3.3 in the PAF.

It is also evident that DFAT investments within the review period are closely aligned to the education priorities of the Australian Government's Aid Investment Plan 2015-2016 to 2018-2019, namely: assisting Nauru deliver better education services by improving the quality of education and primary health care; and supporting a work-ready pool of Nauruan's able to take up future employment opportunities in the region. For instance, NSS and TVET offerings are producing graduates with Australian recognised certifications, which will enable students to move across the region with qualifications gained. Further, a work-ready pool of Nauruans will reduce the need for DFAT to source regional and other expatriate advisors (teachers and technical Advisors) for the DoE and the education sector more broadly.

To what extent is DFA the most appropriate modality for achieving the educational outcomes identified by GoN in their strategy?

Various GoN employees noted during interviews that the NSDS is a comprehensive and ambitious plan which is not a costed strategy. Without the **DFA**, the DoE may not be able to fund all activities as planned in its AOP, which could either result in delays in achieving the Education Strategic Plan objectives and NSDS Key Performance Indicators for education, or DoE not being able to accomplish them altogether. Ongoing DFAT support through the DFA is required to sustain changes and reforms made in the NSS curriculum (QCE), TVET offerings, the UNE program and support with expatriate teachers to fill existing teaching gaps in particular.

The DFA modality has key advantages. It supplements GoN's budget and allows GoN to implement activities based on its priorities as per the NSDS and the Education Strategic Plan. Further, the DFA is supporting initiatives that are showing some promising results, particularly in the secondary school sector, such as: the Queensland Certificate of Education (QCE) curriculum at the Nauru Secondary School (NSS); the TVET Queensland Partnership and accredited courses at TVET Centre; and University of New England (UNE) teacher training program (more details can be found in Annex 1: Evidence Matrix).

However, the review identified certain weaknesses in the application of the DFA modality. For example: (i) the timing of the release of the DFA funding from DFAT does not align with the AOP implementation cycle which was noted by GoN to have delayed activity implementation (during in-country consultations, various GoN interviewees highly recommended multiple-year DFAs to allow them to have consistency and certainty with funding to complete planned activities); (ii) provision of annual DFA is time consuming for both DFAT and DoE; (iii) the manner in which DFA funds are utilised across the AOP has resulted in small allocations across a diverse range of activities; and (iv) DFAT does not receive detailed progress reports tailored to its DFA funding. Participants from the preliminary review workshop, held by the review team at the conclusion of the in-country consultations, recommended that DFAT should *"do fewer things, but do them better"*.

The **infrastructure** work, during the previous and current review periods, on NSS and TVET Centre buildings (both in the Learning Village) combined with DFA support in this area is beginning to show some positive gains. The major new infrastructure of the Learning Centre, comprising a facility for university study, opened in late May 2018, is also expected to house a community library. The Learning Centre, a component of the broader Learning Village, is intended to provide Nauruan students better access to study at USP and allow shared resources in the community library. It is intended to have synergies of education offerings available at NSS and the TVET Centre as well as provide opportunity for community education. The review identified some additional investments required for building enhancements, such as upgrading requirements at the TVET Centre. Further, the Pupil: Teacher Ratios (PTR) provided in EMIS (2018) shows primary class sizes are large. Kayser College, Yarren and Nauru Primary School having over 40 students per teacher in many grades. Kayser College Grade 7 has 60 pupils per teacher while Yarren Primary School Grade 2 has 52 pupils per teacher (EMIS, 2018). No physical classroom numbers were available so it was not possible for the review team to verify if the PTR also translated into a need for physical classrooms, although this may be the case. The aforementioned PTR data may simply be indicating a need for more teachers.

Technical Advisor (TA) support has mostly been relevant, with the Pacific Technical Assistance Mechanism Phase 2 (PACTAM2) Advisor (Strategic Plan Implementation Advisor) providing support with strategic planning and oversight, and reporting of the AOP, while also offering a strong link between DFAT and DoE. The advisor facilitated the development and approval of the latest Education Strategic Plan. Nevertheless, evidence shows that the TA is responsible for multiple areas of work and does not have a core focus of support. There also seems to be some confusion with the nature of the roles and responsibilities in the current Advisor terms of reference. The review team recommends that the current position description is reviewed to better align with DFAT and DoE needs. Findings from the review indicate that the Strategic Plan Implementation Advisor position is a relevant role as it serves as an important liaison point between DFAT and DoE, and directly oversees implementation of the DFA support while contributing to DoE's needs. The review team recommends that this position is continued beyond its current term.

There is some evidence to suggest that **DFAT Scholarships** may not be awarded based on a relevant and well-defined priority list from GoN. For instance, there is limited link demonstrated between scholarships provided by DFAT and demonstrated need from DoE. This could be better coordinated, as could the coordination of scholarship provision between donors. Findings from the review indicate that scholarship allocation could be improved to fully reflect planned needs from DoE. The review team recommends DoE to undertake their own gap analysis to identify priority needs for scholarships in the absence of an updated list from GoN. The list can then help inform DFAT scholarships awards.

Recommendations on areas of the education sector (primary, secondary, TVET, etc.) for DFAT to support (including existing or potentially new areas)

Existing areas of support. Findings from the review indicate that the DFA still remains the most appropriate modality for supporting DoE to achieve educational outcomes in Nauru. **DFA** supports key activities in the AOP, and ongoing funding is required to bed down notable achievements and reforms in QCE, TVET offerings and the UNE program in particular. However, there are challenges that remain with the DFA application as discussed above which could be improved upon. For instance, to reduce the misalignment in the timing of the release of DFA funding, a multiyear DFA could be considered (Recommendation# 5). This would reduce the likelihood of DFAT-funded DoE activities being delayed, and also reduce the administrative burden of negotiating and finalising annual DFAs. However, even with a multiyear DFA, DoE and DFAT would need to develop rolling annual plans with robust monitoring and reporting systems, and maintain the ability to renegotiate terms of the DFA should there be any major changes to the political economy of Nauru. For future **scholarships** awards, the GoA should request an updated priority list from DoE which could supplement an overall list from GoN (Recommendation# 9). As noted earlier, **TA** support should be continued with a review of the advisor's ToR to better reflect needs from DFAT, particularly in monitoring and reporting of DFA activities (Recommendation# 7). In terms of ongoing support with education **infrastructure**, DFAT could consider supporting physical enhancements for the TVET Centre to accommodate Certificates III and IV (Recommendation# 8).

Potential targeted areas of support. The following recommendation is a combination of review findings through extensive in-country consultations, desktop analysis, and workshop feedback coupled with widely accepted research on effective educational practice. DFA support could focus on the following (Recommendation# 6):

- Continue to support the senior secondary sector
In order to consolidate the gains made in the last few years and ensure that regionally recognised curriculum and certification standards remain, DFA could offer the QCE curriculum and Queensland TAFE certification. This is intended to result in continuing to produce a pool of graduates with regionally recognised school qualification and trade certified workers.
- New focus on quality early year's education (first three years of compulsory education)

The need in this area is demonstrated by (i) poor school readiness results because, according to the DoE Assessment Report of 2017, 30% of students do not meet school readiness in communication skills and early numeracy; (ii) literacy and numeracy benchmark results in year three (*Assessment Report, DoE, 2017*); (iii) anecdotal evidence suggesting poor literacy and numeracy is a contributing factor to students dropping out of school early; and (iv) research⁴ which shows that the best long-term outcomes lie in investments in cognitive development up to the age of 8 years old. It shows that developmentally the first years of education need to provide relevant, quality and effective teaching, and learning experiences which lay the foundations for long-term student success. The student enrolment in Prep, and years 1 and 2 account for around 1,000 students (25% of total enrolment in education in Nauru). Targeting this sector will ensure all students gain foundation literacy and numeracy skills, and the success experienced in the early years should contribute towards increased retention in later years of education.

- Improved emphasis, valuing and retention of Nauruan teachers (Recommendation# 4)
A combined and holistic approach of recruiting, training and retaining Nauruan teachers will be key to sustaining long-term educational outcomes. Teachers need to be valued and see teaching as a viable and rewarding career. This recommendation follows and builds on a focus on increasing the number of qualified Nauruan teachers. Moreover, the Education Strategic Plan 2017-2021 identifies this as a major area of work and notes that a Teacher Attraction and Retention Committee (TARC) will be established to review the issues surrounding teacher attraction and retention, and provide recommendations to the Secretary on areas such as: improved pay, study leave, performance-based bonus, and how to attract more male teachers. DFAT’s assistance in this area would not only support the increase in the number of teachers gaining a qualification, through UNE and scholarships, but also support DoE to employ relevant strategies to retain qualified teachers. Assistance in this area could include support with the TARC, a review of teachers’ current conditions, including salary scales, incentives, rewards and other provisions. In-country consultations highlighted that teachers do not currently have any annual performance assessments, thereby limiting accountability for poor performance and equally no means for recognising high performers. The valuable resource of quality teachers in Nauruan schools is vital for sustainability and improved student learning. Previous DFAT focus has mainly been on training teachers. To further promote sustainability of DFAT support in teacher education, retention strategies for quality teachers would be a critical component of this work. Success in this area may also help gradually reduce reliance on regional expatriate teachers who currently fill critical temporary gaps in teaching staff, but ultimately may not be the most appropriate educators for Nauruan students. As per the current EMIS data, 42% of teachers are expatriates.

3.2 Effectiveness

Strength of Evidence:	Moderate	Overall Rating:	Adequate (4 / 6)
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Key Review Question 3 (KRQ): To what extent has the DoE been effective in implementing the Education Sector Strategy with the support received from DFAT?

The results for effectiveness across the four modalities of DFAT investments over the review period were mixed, with the majority of the projects considered to be somewhat effective or likely to be effective on completion. The most effective area of DFAT-funded activities, through the DFA, were in the senior secondary sector where the implementation of the QCE curriculum and certification, TVET Queensland TAFE partnership, and the UNE teacher training program has recently begun to demonstrate limited progress in senior secondary student results⁵. The link between the modalities was apparent in the senior secondary sector where the Learning Village (infrastructure

⁴ UNESCO-IIEP, Learning Portal

⁵ QCE Certificates gained: 9 QCE certificates in 2015, 6 QCE Certificates in 2016, 26 QCE Certificates in 2017 and in 2018: 93 students enrolled in Year 12

modality) has been established in May 2018 with support from DFAT. Gains made by these longer-term complementary activities have begun to demonstrate positive results in this sector. It appears that combined strategies may be contributing to more students remaining in school at the senior secondary level and more students gaining a regionally recognised certification.

However, evidence of effectiveness of various DFAT-supported activities (discussed below), funded through the DFA, was limited and lacked clear updates in the AOP progress reports.

DFAT support to DoE Strategic Plan 2017-2021

The Strategic Plan identifies four objectives as discussed earlier: (i) improving quality and access to early years, primary and secondary education (relates to outcomes 3.2 and 3.3 in DFAT PAF); (ii) create a proactive and continually improving education system (relates to all three outcomes in DFAT PAF); (iii) improved learning outcomes for all students (relates to Outcome 3.2 in DFAT PAF); and (iv) a sustainable and high-quality workforce to meet future education needs (relates to Outcome 3.3 in DFAT PAF).

Findings from the review demonstrate that according to the PAF the Australian Government has achieved certain milestones and targets under each of its outcome areas (under the PAF) between FY 2016-mid 2018 that directly contribute to DoE’s four objectives. The PAF identified the following objective (#3) and associated outcomes under education (more information can be found in Annex 1: Evidence Matrix): Objective 3 in the PAF regarding the implementation of education pathways that develop locally and regionally relevant skills. The three corresponding outcomes include: (i) Outcome 3.1 Effective implementation of the Education strategic plan and AOP; (ii) Outcome 3.2 Improved teaching practice and education outcomes for early learning, primary and secondary students; and (iii) Outcome 3.3 Improved post-secondary education opportunities and outcomes for students and tertiary qualified Nauruans to support national development.

PAF milestones contributing to a strengthened education sector in Nauru:

- **Outcome 3.1 Effective implementation of the Education Strategic Plan and AOP (DFAT modality – Technical Assistance, DFA).** DFAT supported DoE to draft the Education Strategic Plan and a PACTAM2 Advisor was appointed (August 2017) to support implementation of the new strategic plan. No TA was in place for 12 of the 16 quarters of the review period. The DFA provided to DoE directly supports activities in the AOP, and evidence suggests that DFAT are contributing to the implementation of the Education Strategic Plan and the AOP through DFA funding and TA.
- **Outcome 3.2 Improved teaching practice and educational outcomes for early learning, primary and secondary students (DFAT modality – DFA).** Regional teachers were recruited with support from DFAT funding to fill the teaching gap. Anecdotal evidence from school administrators suggests that Nauruan teachers with UNE certificates are better educators than regional or expatriate teachers. Table 1 shows the number of UNE-trained teachers. The numbers and qualifications of teachers in Nauru have increased since 2014, as has the percentage of expatriate teachers (Table 2). According to the AOP report 2015/2016, in May 2016, 11 students graduated from UNE with an Associate Degree in Teaching (Pacific Focus), and all have become full-time teachers. Another seven UNE Associate Degree students have graduated in 2017.

Table 1: UNE graduates in Nauru (PAF 2018)

Outcome 3.2 Improved teaching practice & educational outcomes for early learning, primary & secondary students (training)			
	2016	2017	2018
Milestone	Target: 14 teachers graduate from UNE with an Associate Degree in	Target: 14 teachers graduate from UNE with an Associate Degree in Teaching (Pacific	Target: Current cohort of teachers complete associate degrees and

	Teaching (Pacific Focus) and become full-time teachers	Focus) and become full-time teachers / Current cohort of teachers complete associate degrees and BoEs through UNE and become teachers in Nauru	BoEs through UNE and become teachers in Nauru
Actual	11 graduates	7 graduates	13 (currently enrolled)

Table 2: Total Teachers in Nauru (2014-17) (EMIS 2018)

Year	Total number of teachers	% of teachers who are expatriates	% of teachers who are qualified
2014	112	33%	73%
2015	105	44%	71%
2016	115	55%	80%
2017	117	49%	87%
2018	125	42%	82%

An analysis of exam results and teacher’s training was undertaken using mid-year exams results for 2018 only (2018 mid-year marks was the only data set available that included students’ scores between Years 3-8 and type of teacher). The analysis compared type of teacher- (i) Expatriate Teachers, (ii) Nauruan Teachers with UNE qualifications and (iii) Other Nauruan Teachers. It should be noted that the majority of other Nauruan teachers (group iii) now have some level of qualifications. The analysis showed no obvious correlation between the training a teacher has received and the average marks gained by their students (Table 3). There seems to be variance between classes, but no definite trend was identified based on the type of training a teacher has undergone and student marks. However, there are three areas of note that arose from this analysis:

- There is a marked difference between class size of Expatriate Teachers and Nauruan teachers, the other two categories as shown in Table 4 below. Expatriate teacher class sizes are smaller in every year level and UNE teacher class sizes tend to be higher than the other two groups, particularly when compared to Expatriate teacher class sizes.
- There is a slight trend showing that where class sizes are reasonable (less than 35), there are resultant higher marks.
- The rate of non-attendance during this exam was 11-17% for years 3-5. This number rose significantly to 40-50% for years 6 to 8. This is likely to correlate with the reported high level of absenteeism in upper years.
- To fully understand the effectiveness or assess the performance of UNE teachers against Expatriate and other Nauruan teachers, additional data collection and analysis need to be undertaken, for example tracking of final-year exam results for the same classes. Further, it should be noted that student outcomes on exams is just one marker of teacher performance and on its own will not provide a complete picture.

Table 3. Average exam results (%) 2018 mid-year, comparing teacher training

Year	Teacher type	Expat teachers average	UNE trained teachers average	Nauruan teachers (other training) average	Overall student average score	Comments
Year 3		37.5	38.8	38.2	37.9	Expat teachers classes significantly smaller
Year 4		32.2	21.7	21.2	27.2	Expat teachers classes significantly smaller
Year 5		28.3	26.1	34.7	31.6	Expat teachers classes significantly smaller
Year 6		39.6	39.3		39.5	Class sizes are large, 40-50% absenteeism
Year 7		33.6	34.3	37.7	35.9	UNE teacher class significantly larger

Year 8	38.8			38.8	Only Expat teachers
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Source: EMIS 2018 (exam results are averages of English, Math, Science and Social Studies for Years 3-8)

Table 4. Pupil Teacher Ratio (averages)

Teacher type \ Year	Expat	UNE	Nauruan, with other training
Year 3	32	43	43
Year 4	33	40	43
Year 5	24	43	35
Year 6*	27	42	
Year 7*	35	52	29
Year 8 *	54		

Source: EMIS 2018

*note that these ratios are based on enrolled students.

Anecdotal evidence suggests that despite being qualified, expatriate teachers may not be providing the most effective learning experience for students. Interviews with senior school management noted: *“Employment of expat teachers is not ideal. Many of them don’t stay for very long and don’t develop a rapport with students, leave mid contract and cannot speak Nauruan to our younger students, who don’t understand English. They don’t understand Nauruan culture.”* (Further details can be found in Annex 1: Evidence Matrix).

Over all, the percentage of qualified teachers in Nauru has increased since 2014. However, educational outcomes for early learning, primary and secondary students still remain very low:

- 25% of primary students meet minimum proficiency standards in literacy, 28% of primary students meet minimum proficiency standards in numeracy, and 26% of secondary students meet minimum proficiency standards in numeracy⁶.
- Nauru Literacy and Numeracy Benchmarking Results 2017 (see Annex 1: Evidence Matrix, Effectiveness)
 - 1 Grade 3. 73% of students are below the expected level with 48% of these students critically and well below.
 - 2 Grade 6. 71% of students are below the expected level with 48% of these students critically and well below. (Literacy convention disaggregation results suggest writing convention is poorest in both grades). Comparison with available Year 6 benchmarking results (published in the most recent Education Review Report 2014) shows that the percentage of students achieving reading and writing benchmarks has fallen since 2013.

Table 5: Percentage of Year 6 students at or above benchmark, comparison 2013, 2017

	2013	2017
Reading	52%	41%
Writing	33%	17%
Conventions & Grammar	64%	No data available
Spelling	52%	No data available

Source: Education Review Report 2014 and Assessment Report, DoE. 2017)

- 3 Year 9. Only 27% (56) of all students (204) sat the exams. Of these, 57% passed spelling, 7% passed reading and 16% passed numeracy (Assessment Report, DoE. 2017)⁷.

⁶ SGD 4 in the Commonwealth, Status Update Report, 2018

⁷ Note: this data contains only a small sample of the cohort and results were compiled by NSS teachers and had some inconsistencies

- **Outcome 3.3 Improved post-secondary education opportunities and outcomes for students and tertiary qualified Nauruans to support national development (DFAT modality – DFA, Infrastructure, Scholarships).** There have been promising results in post-secondary education outcomes in Nauru over the review period. In 2015-2016, 28 NSS students received TVET certificates which increased to 80 TVET certificates among NSS students in 2017 (EMIS data). Further, DFAT have recently completed the construction of the Learning Centre which will provide Nauruans access to USP courses. DFAT also continue to award scholarships to Nauruan applicants. Of the six scholarships awarded in education-related fields over the period 2014-2017, two remain working in schools in Nauru and one is working for the Nauruan government. Of the 10 completed scholarships, two recipients are employed by the Nauruan government with another two working in schools. The remaining six are not working in or for Nauru (DFAT scholarships data).

Effectiveness of the four DFAT modalities

DFA. Generally with DFAT support, there is evidence to demonstrate increasing success by DoE in the following areas, which received approximately 63% of the DFA funding:

- UNE teacher training program: 11 graduates in 2016, seven graduates in 2017 and 13 are currently enrolled. According to AOP reports from 2014/2015 and 2015/2016, five UNE graduates were teaching at the NSS.
- TVET Queensland partnership and accredited courses at TVET Centre: Students graduating with Certificate II were 28 in 2015 and 80 in 2017 (TVET 2018). Further, in 2017 after the TVET Centre began to operate independently of NSS, it was able to extend offerings outside the NSS and 13 community (industry) based students gained Certificate II in trades.
- QCE curriculum at NSS: Students graduating with QCE were five in 2014, nine in 2015, six in 2016 and 26 in 2017, and 93 are currently enrolled in Year 12.

There is limited evidence of progress surrounding the following DFAT-funded activities:

- Objective 1- Activity: Continue to support CASE unit & school principals in development of policies for school attendance and governance (support with re-entry program)- the start of the academic year 2016 up to Term 2 saw an increase in student attendance including Refugee and Asylum Seekers students (AOP End Year Report 15/16). No updates have been available since then.
- Objective 3- Activities: Physical Activity and Wellbeing in Students (PAWS) curriculum- the review and trialling of the implementation of the PAWS Curriculum was delayed due to a lack of physical education teachers as noted in the AOP End Year Report 15/16. The program has since commenced and two consultants have been identified who are now working with the schools to implement the curriculum. The two PAWS consultants – one is looking after the physical aspects of the program while the other one is overseeing the wellbeing components of the curriculum – have been to Nauru three times since July 2017. Further, according to the AOP End Year Report 15/16, the Rock and Water Counselling Program was introduced to teachers during orientation week to advocate anti-bullying in schools. The program has since been terminated.
- Objective 4- Activities: Phase 3 of the school grants program has been rolled out but needs further support; and for professional development opportunities for DoE staff, no progress has been reported.

Technical Assistance. An Education Technical Advisor supported DoE for a period from 2010 up to May 2014. There was no TA was in place from 2014 to August 2017. This period accounts for the majority of this review period and may have contributed to a lack of compilation of reporting for the period. The Strategic Plan Implementation Advisor (PACTAM 2) commenced in August 2017 for a period of seven months until this review.

Findings during the review suggest that this role has been a support to DoE and generally beneficial. The role is assessed to have the potential to be effective over time.

Infrastructure. The Learning Centre was opened in May 2018 and will potentially contribute towards improved post-secondary education opportunities for Nauruans. It was identified during the review that this facility should provide complementary educational opportunities alongside the NSS and TVET Centre, all co-located in the Learning Village.

Scholarships. The review findings indicate limited evidence of effectiveness of scholarships towards higher-level education outcomes. Although it was difficult to confirm with the available data, it appears that only two of the 10 people who had completed scholarships in education fields over the reporting period are currently working in schools in Nauru, with a further two working for the GoN, totaling a 40% re-engagement with Nauru. Three have continued studying independently, and two are currently unemployed.

In conclusion, findings from the review indicate that effectiveness of DFAT's support, using the four modalities of assistance to strengthen the education sector, has been mixed, with the majority of DFAT initiatives considered to be **somewhat effective or likely to be effective on completion**. The most effective area of support identified was in the senior and post-secondary sector where the implementation of the QCE curriculum and certification, TVET Queensland TAFE partnership, and the UNE teacher training program appears to have begun to demonstrate some progress in senior secondary student results and post-secondary outcomes.

3.3 Efficiency

Strength of Evidence:	Moderate	Overall Rating:	Adequate (4 / 6)
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Key Review Question 4 (KRQ): To what extent have DFAT support (TA, DFA, infrastructure and scholarships) led to increased service delivery/outcomes for DoE?

The review team found it difficult to find consistent financial reporting for DFA for the review period. The lack of available records and/or reports against the Annual Operational Plans over the review period made it difficult to fully and precisely assess the level of utilisation of DFA funds between 2014 and 2018.

Using the data available, the review findings suggest that over all DFAT's contributions (time and resources) were adequately used by DoE to achieve outcomes. DFAT have used GoN systems through the DFA to provide funding and support to the education sector. This enhanced efficiency as there were no requirements to go through an external service provider which allowed cost savings and omitted the need to create parallel systems of program management. However, there were areas and processes identified that could be further improved.

DFA activities mostly completed within time and budget

Of the 43 activities funded under the DFA in the 2017-2018 period, the areas that were deemed to be successfully expending funds are as follows:

- Around 64% of the DFA budget supported the QCE, UNE and TVET initiatives.
- Approximately 11% of the budget was used to cover expenses for expatriate teachers.

The review team found it difficult to fully confirm the completion of the remainder of activities. However, the evidence available suggest that there were some delays in activities; for example, the PAWS program and school grants both had difficulties and delays. Further, Phase II of the Learning Centre was completed with an eight-

month delay, resulting in additional funding. The other two modalities, scholarships and TA, seem to be functioning efficiently.

Interviews with DoE employees confirmed that the annual DFA process and timing of funds released from DFAT limited DoE's ability to complete some planned activities within the year. The review recommends DFAT to revisit the DFA timing and explore options for multiyear agreements.

3.4 Monitoring and Evaluation

Strength of Evidence:	Moderate	Overall Rating:	Less than Adequate (3 / 6)
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Key Review Question 5: To what extent has the M&E system been effective in monitoring and reporting progress during this period?

The review findings indicate that M&E and reporting of DFAT's investment is 'less than adequate'. DFAT do not have an overarching strategy for their education investments or a Theory of Change (ToC) linked to a robust results framework against which to measure progress. This may be limiting DFAT's ability to make evidence-based decisions, and for learning and accountability purposes. For instance, under the DFA arrangement, DFAT is reliant on six-monthly AOP reports from DoE to track progress against GoA funded activities. AOP reports provide discrete progress updates across the whole DoE portfolio and do not have a clear mechanism for extracting information on DFA-funded initiatives. There is output tracking generally in place, namely EMIS established and higher-level educational data being collected via EMIS. However, there is no monitoring or reporting of intermediate outcomes, which provide valuable information about why certain activities may or may not be progressing, and help with learning and evidence-based decision making. This is identified as a gap in the M&E and reporting system for the Direct Funding Agreement.

M&E arrangements for the other two modalities – infrastructure and TA – generally meet most of DFAT M&E standards and are deemed suitable. During the construction period for the Learning Centre, Phase 1 and 2, DFAT, DoE, GoN representatives and the construction program managers, Alexander & Lloyd (A&L), conducted monthly site and technical working group meetings. A&L also provided DFAT with weekly progress reports which included key updates on construction process, progress to program milestones and budget variations. Scope Global is the managing contractor overseeing the PACTAM2 program. All PACTAM2 advisors submit bi-annual Advisor Progress Reports (APR) each year. The APR serve as a monitoring tool for GoN, DFAT and PACTAM2, the managing contractor. Scope Global conduct six-monthly performance assessments of advisors based on their individual APRs. These are done in consultation with DFAT and DoE counterparts. DFAT-funded scholarships are managed directly by DFAT-Nauru. Scholarship recipient data is collected and stored in an Excel spreadsheet. It was unclear from the evidence gathered whether the data is used to develop any reporting or informing future decisions.

In conclusion, M&E and reporting for the DFA modality need to be considerably strengthened as currently DFAT are reliant on AOP reports to track progress against activities. Outcomes reporting for DFAT-funded activities, integrated in the AOP six-monthly reports, would further satisfy DFAT M&E standards and provide DFAT-Nauru with a more comprehensive performance story of their investments. The review findings suggest that both DFAT and DoE could benefit from targeted capacity building support in M&E and reporting, evidence-based planning, and adaptive management.

It is recommended that DFAT develop an overarching strategy for future education investments in Nauru⁸. Once an approach is agreed on, a series of clear performance expectations should be developed and included in an M&E framework. Recommended performance expectations include (Recommendation# 1 and 10):

- Detailed and timely progress reporting against DFA activities. The Strategic Plan Implementation Advisor could explore incorporating this with the existing six-monthly AOP reports.
- Specific indicators relevant to the chosen focus area, for example the number of students gaining QCE qualification and TAFE Certificates, number of teachers trained in ECE, percentage of teachers using ECE strategies, and Early Grade Reading/Literacy Assessment results (EGRA/EGLA). Student enrolment, attendance and exam analysis.
- An evaluative case study on the features of effective teachers in Nauru.

3.5 Cross-cutting issues

Strength of Evidence:	Moderate	Overall Rating:	Adequate (4 / 6)
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Key Review Question 6 (KRQ): To what extent has the investment identified opportunities to address gender equality, inclusion and climate change mitigation?

Gender. Findings from the review demonstrate that opportunities to address gender and inclusion were considered and incorporated as cross-cutting issues in education programming. A DFAT-funded gender audit found the considerations and application of gender policies and activities in DFAT’s investments in education to be the strongest across all its sectors. The DoE in Nauru has strong female leadership. Senior management, the Minister, Secretary, Department Directors, and School Principals are all women. The majority of teachers were female in 2014 (96%). This balance has improved to 76% in 2018 (EMIS 2018). While the number of female teachers remains higher than male teachers, this is very consistent with other education systems. According to the EMIS data, 20% of primary teachers are male while this increases to 40% in secondary school. This imbalance may be having a detrimental impact on male students who are dropping out of the Nauruan education system. It was noted during interviews with a senior school administrator that *‘boys needed good role models and don’t have that now.’* There are some indications that better gender balance to include males, especially as teachers, in the education system in Nauru could have a positive influence on male students. Further, student enrolment data from EMIS show that there has been an improvement in the gender parity index since 2014 with close to an equal male-female total school enrolment.

Inclusion. Evidence indicate that there is considerable awareness among stakeholders in the education system on issues of inclusion. Although progress has been made in the Able Disable Centre, it was acknowledged during interviews that significantly more expertise is required to address ongoing issues in this area. An interviewee from Home Affairs noted *“We need to develop our own process for diagnosing and assisting students, especially those with learning difficulties.”* There is limited understanding or expertise in addressing students with special needs and mental health issues. Also the areas of teenage pregnancy and bullying were raised as problems during interviews, but no statistics were available to confirm this. It was noted that bullying behaviour and racism towards refugee and asylum seeker children were prevalent and not being addressed. This was said to be contributing to students dropping out of schools. An activity “Rock and Water” program was planned to address these issues but was later cancelled.

⁸ This could be done as part of the re-designing of the Education investment

Climate change. The review team note that climate change was not a big focus for the education sector work as it was not considered specifically relevant. However, the parallel infrastructure review conducted indicated that risks associated with climate change were factored into the design and construction of the new Learning Village.

4 Lessons Learnt and Areas of Note

Data collection, system and usage (EMIS)

During the review period, the Head of Statistics in DoE was on scholarship, studying in the region, and the position was not backfilled. This resulted in a considerable amount of school and student data not being collected or entered into any system during this period which left some gaps in data for subsequent use.

The regionally DFAT-funded South Pacific Community EMIS project previously supported DoE to install and implement an EMIS system which was a generic structure built for larger education systems across the Pacific. This work was deemed unsuitable by DoE given the Nauru context. During the period under review, DoE withdrew from this project and used DFA funding to engage a short-term advisor (STA) to build a simple and bespoke EMIS for Nauru. The timing of the contract for the STA coincided with the Head of Statistics being on study leave. This meant that there was no single point of contact within the DoE available to work with the STA while the EMIS was being developed. The STA's work plan included training the Head of Statistics upon their return and finalization of the EMIS, based on their input to ensure the system was fit-for-purpose. The EMIS TA contract was cancelled prior to the planned final capacity building activity and EMIS finalization could be undertaken. The completed work to date includes available reports on students, teachers, schools, attendance, exams results, literacy and numeracy benchmarks, school readiness assessment, and the high level NSDS indicators. It also includes templates to enable manual collection of data and checklists for data officers. The intention was that once completed the new EMIS was to be accessible in all schools, to enable direct data entry at school level. Due to broader connectivity and ICT issues in Nauru, only two schools were connected prior to the conclusion of the EMIS STA contract. School connectivity has the potential to solve some of the data collection issues experienced, however, the project requires some final EMIS work and training of DoE staff to be fully implementable.

The aforementioned reasons combined with a lack of a suitable M&E framework have resulted in significant gaps in available data, collection of the right type of data, data format, and a lack of capacity within DoE to fully use the available data for planning and decision making. During the review and analysis of EMIS reports, the review team raised several questions as to the reliability of reported statistics, with gaps and methodology queries of data. As well as using data for its own planning and decision making, Nauru's country commitments to the Sustainable Development Goals require them to report to the UNESCO Institute of Statistics in a particular format which is not currently readily done in Nauru. For the reasons outlined above, it is important that the work on EMIS is completed, sustainable and utilised by DoE to be able to make informed decisions in the future.

Student attendance, enrolment data and classroom capacity

Given the gaps in EMIS as described above, it is not possible to ascertain the exact student enrolment data compared with attendance numbers. The policy around student enrolment and the timing of the collection of student enrolment data was queried by the review team, but was not clarified by DoE. Anecdotally it is recognised that student attendance rates are poor; however, it is not possible to ascertain what the potential full student population might be. Some interviewees indicated that if full enrolment was achieved current schools/classrooms would be very overcrowded. The enrolment of Refugee and Asylum Seeker (RAS) children has added to the complexity of estimating overall student attendance and enrolment rates. For example, even though certain RAS students are currently enrolled in the Nauru school system, limited information is available on the status of these students. Schools are not notified if RAS students are going to be away because of migration arrangements or due to medical evacuations.

Student assessment and its analysis

Student literacy and numeracy benchmarking assessment takes place annually in Nauru. Data available for this review (see below) showed a significant lack of engagement by students in the benchmarking assessment

conducted in Nauru, that is, many students did not sit the assessment. The results of those who sat the assessment was also very low (see details in Annex 1: Evidence Matrix).

Number and percentage of enrolled students sitting Nauru benchmarking assessment in 2017

Year 3	178/299	(60%)
Year 6	131/239	(55%)
Year 9	56/204	(23%)

Source: *Assessment Report, DoE, 2017*

Nauru opted out of the regional PILNA (Pacific Island Literacy and Numeracy Assessment) activity during this review period. The PILNA assessment is designed as a comparative sample study to ascertain how each member country’s literacy and numeracy results compare to other member countries. Nauru’s literacy and numeracy benchmark results cannot be compared due to the lack of engagement with PILNA. Nauru DoE has re-engaged with EQAP (formerly SPC) and has begun the process of participating in PILNA assessment to be conducted later in 2018. This will be very useful in understanding the comparative state of literacy and numeracy in Nauru against other Pacific Island states.

Further, the review team had some concerns about the validity and reliability of the current benchmarking results, particularly around the validity of the current benchmarking assessment tools and the level the current benchmarks are set at. For example, of a total of 204 students, only four students passed the Year 9 assessment in reading. The review team were not able to ascertain if the assessment conditions and tools were appropriate, or aligned to the curriculum coverage, or if the analysis of results were accurate. Some results supplied were analysed by classroom teachers and had simple numerical errors.

Refugee and Asylum Seeker Students

Refugee and Asylum Seeker (RAS) children from the Regional Processing Centre (RPC) began enrolling in Nauru schools in 2013. The following table shows enrolment numbers 2013-2018.

Year	Refugees	Asylum Seekers	Total
2013	1	0	1
2014	28	1	29
2015	69	8	77
2016	91	13	104
2017	103	21	124
2018	79	17	96

Source: DoE enrolment data, 2018

RAS student attendance has been reported as being very poor, although it follows a similar pattern to Nauruan students. The only RAS student attendance data available for this review was for the 2017 school year, when there were 124 RAS students officially enrolled in schools. Simple analysis of the data showed that 61% of RAS children (75 children) attended school for less than 50% of the days of the year; 14 children (12 classified at refugees) did not attend school at all during 2017 (11 of these were enrolled in NSS). Further, RAS student attendance and/or enrolment was noted to be declining (EMIS, 2018). Some reasons provided by DoE include:

- Non-attendance as a protest against issues such as remaining in Nauru while others have migrated.
- Mental health issues

- Friends not attending school
- Misconception such as “the more they engage with local initiatives or if they integrate well here, the less their chances of going to USA”.
- In some cases, children want to attend school, but their parents do not adequately support them to attend.

Academic results of RAS students also varied. In 2017, of the 26 Year 12 students who graduated with a QCE from NSS, 5 were RAS students. A simple analysis of Year 3 to 8 students’ assessment results compared to a class average indicates that of those students who attend school, many are achieving above the class average. (EMIS, 2018). There are a number of students who did not have a grade against their names. For the purposes of this analysis, it is assumed that those students did not attend school. As with any cohort of students, poor performance at school may contribute to non-attendance. However, possible contributing factors in this instance are likely to be complex and requires further investigation. It is possible that the non-attenders are no longer in Nauru, however DoE is not aware of this information. An issue for the DoE having RAS students enrolled is the limited sharing, if any, of RAS students’ movements and likely impact on their attendance at school due to migration to the US and/or medical evacuation to Australia. In mid-2018 there were at least six students who are known to be offshore on medical grounds, but whose names remain on the school register as there was no updated information on their status.

Australian Border Force (ABF) provides case workers for RAS students who had previously accompanied students to school, a practice which was discouraged, as students did not recognise school authority and reported directly to ABF case workers and often did not notify school administration of incidences of bullying. As a result these cases were not recorded or dealt with by the schools. Case workers are rotated every fortnight per month which further limits the continuity with student records.

5 Recommendations for a Future Education Strategy

Based on the evidence collected (through in-country consultations and document reviews), the review team have made the following recommendations for a future education strategy for DFAT to support GoN and DFAT objectives in education.

Overall Education Sector:

- 1. Overarching education strategy.** A key recommendation from the review team is that DFAT develop a coherent and integrated education strategy that ensures all modalities are contributing towards specific agreed objectives. Evidence-based recommendations have arisen during this review, but will be required to have bipartisan agreement. Regardless of the area of focus, DFAT chooses to take forward in their new strategy/design, it is strongly suggested that a simple ToC showing how the designed strategies are expected to contribute to longer-term outcomes with clear performance measures, reporting and learning process is developed and implemented.
- 2. Donor coordination.** It is recommended that there is improved donor coordination. This might include donors jointly agreeing on broad areas of funding support. This would not only enable clarity and easier planning by DoE but would also enable improved reporting to donors on the results of support.
- 3. Education Working Group.** To ensure a more holistic approach to education from all stakeholders in Nauru, there was an identified need for the whole of education working group to be reformed to have an improved and inclusive approach to education improvement, as recommended in the DFAT Aid Program Performance Report (2016-2017). This should be inclusive of DoE, Youth Affairs, USP and donors. Although this group needs to be GoN driven, DFAT might provide targeted support.
- 4. Increased emphasis on retaining quality Nauruan teachers.** In order to improve the quality of education while developing a more sustainable approach, a combined and holistic approach of recruiting, training and retaining Nauruan teachers will be key to sustaining long-term educational outcomes. Teachers need to be valued and see teaching as a viable and rewarding career. This recommendation follows and builds on a focus on increasing the number of qualified Nauruan teachers. Moreover, the Education Strategic Plan 2017-2021 identifies this as a major area of work and notes that a Teacher Attraction and Retention Committee (TARC) will be established to review the issues surrounding teacher attraction and retention, and provide recommendations to the Secretary on areas such as: improved pay, study leave, performance-based bonus, teacher conditions inclusive of part-time and relief teachers, and how to attract more male teachers. Although MFAT is expected to provide support with TARC, DFAT could leverage the work done by MFAT and provide complementary assistance through supporting the increase in the number of teachers gaining a qualification, through UNE and scholarships.

Specific Recommendations for Each Modality:

The following detailed recommendations are based on lessons learnt during this period and are intended to achieve better results in education in Nauru while also better meeting DFAT's requirements.

- 5. DFA Support and Timing.** The Direct Funding Agreement should be continued with improvements associated with the process of DFA.

Instead of annual DFAs, it is recommended that a three-year DFA be implemented with detailed performance expectations and reporting mechanisms clearly articulated. This would include a one-year rolling annual plan with clear guidelines of items or activities that would not be funded by GoA funds, such as consumables.

Future DFAs should include details of agreed milestones, and consideration should be given to holding an annual joint review with GoN and DFAT. This would enable the use of biannual progress reports especially focused on results of DFA-funded activities. Successful engagement in this process could trigger the release of tranche fund payments from DFAT. Further, the DFA would need to have detailed and relevant indicators to be reported on at a regular and agreed period as outlined in a simple results framework, such as how many students gained QCE qualification annually (gender disaggregated). These indicators should be SMART – Specific, Measurable, Realistic and Time-bound. It is recommended that the Strategic Plan Implementation Advisor could lead this, analysing and reporting on the data pertaining to DFAT-funded initiatives. Given the likelihood of the changes to the political economy of Nauru, based on changes to the operations of the Regional Processing Centre, the multiyear DFA would need to include options to renegotiate terms and focus under the DFA in the case of a major shift in context.

6. **Sector Focus.** It is further recommended that the agreed areas of DFA support are targeted on a specific coverage or focus area. The chosen area of focus should be agreed between DFAT and the GoN/DoE. The following areas were identified as needs based on this review:
 - Funding to employ expatriate teachers to ensure sufficiently trained educators is available to continue until such time as adequate well-trained Nauruan teachers are on hand. This would require ongoing support for UNE teacher training to build capacity of local teachers coupled with funding for expatriate teachers. Support for the latter should be reduced as sufficient local teachers with suitable training become available.
 - The remaining annual DFA funds should be apportioned to two key sectors, but phased out of the first into the second as follows:
 - **Senior secondary.** Activity in this sector should be focused on consolidating the gains made to date, continue to support the QCE curriculum and the TAFE accreditation. It was suggested during consultations that a new curriculum may be introduced in NSS which would mean Nauruan teachers would require more training or support. This sector only has an enrolment of around 200 students annually; however, if successful, it provides immediate access to work (TVET certification) or further study (QCE). It is recommended that although this sector continue to receive funding initially, this funding support is gradually redirected to the early years of education.
 - **Early years of education.** The focus here would be on Prep and years 1 and 2. Together this would impact around 1,000 students annually. The intent would be to embed quality early childhood pedagogy, develop a positive attitude to learning, and literacy and numeracy skills. This would need to involve all schools with a Prep, years 1 and 2 enrolment (six schools in total). The first activity in this sector should be the development of a detailed medium- to long-term (–five- to 10-year) integrated plan with DoE that is inclusive of the need in other modalities. This should stage the desired activity that is expected to contribute to improvements in this sector, while aiming for a sustainable approach to improvements over time. Based on evidence gained during this review and regional/global good practice, the early years plan should focus on these areas:
 - employing Nauruan teachers
 - training and capacity building for Nauruan teachers in quality, contemporary best practice in ECE and in foundation years of learning
 - having limited class sizes (no more than 28)
 - infrastructure needs to cater for smaller class sizes
 - ensuring all students in these cohorts are able to benefit from the planned interventions

- using oral mother tongue for teaching in Prep and gradually transitioning to English as appropriate
- access to skills and knowledge for early identification and intervention for students with learning difficulties
- a whole of school positive approach to student behaviour
- utilising an evidence-based approach to application of strategies.

7. Technical Assistance. Findings from the review suggest that the Strategic Plan Implementation Advisor’s ToR needs to be reviewed and updated to include a focus on ensuring DFAT-funded activities are successfully undertaken with more clarity in the ToR around M&E and reporting responsibilities of DFAT initiatives. Further, the advisor noted during consultations that, due to limited resources within the DoE, they are sometimes required to get involved in individual activity implementation which takes away time from strategic planning and oversight of the department’s annual operational plan. The review team recommends that this position is continued beyond its current term with updates to the position roles and responsibilities.

8. Infrastructure

- Primary school classrooms- In April 2018 a feasibility study was commissioned by DoE for the construction of a new primary school for years 1 to 6 on the site of Nauru Primary (formerly known as State House Site), with DoE already identifying the need for more primary classrooms. EMIS data indicates that primary classes are overcrowded. Although no conclusion is able to be drawn from the available data, but based on what is available and from anecdotal comments during interviews, it would seem primary classrooms are required.
- TVET facility enhancements- The review findings demonstrate that some additions and modifications are required in order for the TVET Centre to conduct Certificate III and IV courses. These include:
 - constructing a new multipurpose classroom
 - constructing a toilet block separate from the NSS, and
 - enhancements to two trade classrooms to meet TVET Certificate III and IV accreditation.

9. Scholarships. Review findings indicate that DFAT should endeavour to align its scholarship awards to a well-considered priority list based on the needs of the projected requirements of the Nauru education sector to improve educational outcomes in the country. The monitoring and reporting of scholarships progress should be improved. It is also recommended that information is collected on the final outcomes and status of scholarship recipients to better understand the effectiveness of this modality in supporting Nauru to develop a high-quality workforce. It is also recommended that DFAT consider the viability of all scholarship recipients (undergraduates) successfully completing their first year of study (or four units) at the Nauru USP campus prior to attending university overseas.

10. M&E and Capacity Building. Given the identified weakness in monitoring and reporting of results was identified during the review, including with the EMIS, there is evidence to suggest that DoE would benefit from ongoing TA for short-term capacity building in monitoring, evaluation and reporting, and the completion of EMIS to meet all DoE needs especially in the area of usage and analysis of student assessment reporting. An in-depth case study on the effectiveness and impact of UNE trained teachers on students and students’ academic outcomes could be undertaken to plan future strategies based on lessons learnt.

Annex 1 – Evidence Matrix

EVIDENCE MATRIX – Nauru Improved Education Program		
Key question	Overall finding:	
1. Given the objectives of DFAT and the GoN in the education sector, to what extent are existing DFAT initiatives relevant?	<p>Existing DFAT initiatives in the education sector are largely relevant. This allows DFAT support to be applied towards achieving the GoN's National Sustainable Development Strategy education goals and the Department of Education (DoE's) strategic plan. However, evidence suggests that there are ways the application of the modalities could be improved to increase the likelihood of achieving intended targets for future investments.</p> <p>The four modalities used by DFAT- Direct Funding Agreement (DFA), infrastructure, technical assistance and scholarships have shown varying degrees of relevance.</p> <p>The Direct Funding Agreement (DFA) has enabled GoN to fund various activities in its Annual Operational Plans (AOP) which is informed by the NSDS. This suggests that DFAT funds utilised via DFA are aligned and relevant to GoN's strategic direction. However, a few scheduled activities did not proceed as planned and alternative activities were undertaken instead without detailed justification on the reasons for this change. Although some evidence has been available and has demonstrated relevance, there are other activities which are difficult to determine as there is insufficient available data.</p> <p>Further, the way DFA funds are utilised in the AOP may result in small allocations across a diverse series of activities, which may vary from year to year, and may not be the most effective means of achieving planned results or showing cumulative progress in specific areas funded by DFAT.</p> <p>The Infrastructure work in the previous and current review periods on the Nauru Secondary School (NSS) and TVET Centre buildings (both in the Learning Village) combined with DFA support is beginning to show positive gains. The major new infrastructure of the Learning Centre, comprising of a community library and facilities for university study, opened in late May 2018. This Centre is a component of the broader Learning Village and is intended to provide Nauruan students better access to study at the University of South Pacific and allow shared resources in the community library. It is intended to have synergies in the education offerings available at NSS and the TVET Centre while providing opportunity for community education.</p> <p>Technical Advisor (TA) support has mostly been relevant, with the PACTAM2 Adviser providing a critical link between DFAT and DoE. Nevertheless, evidence suggests that the TA is responsible for multiple areas and could benefit from a re-focusing of the ToR to be aligned to both key DFAT and DoE needs. The Strategic Plan Implementation Advisor position is deemed a relevant role as it can serve as an important liaison point between DFAT and DoE and directly oversee implementation of the DFA support while contributing to DoE's needs. The review team recommends that this position is continued beyond its current term.</p> <p>Scholarships allocation could be improved to fully reflect the planned needs of DoE. There is some evidence to suggest that DFAT Scholarships may not be awarded based on a relevant and well-defined priority list from GoN. For instance, there is limited link demonstrated between scholarships provided by DFAT and demonstrated need from DoE. This could be better coordinated. Review team recommends DoE to undertake their own gap analysis to identify priority needs for scholarships in the absence of an updated list from GoN. That list can then be shared with DFAT prior to scholarships being awarded.</p> <p>Recommendation: To maintain ongoing relevance of DFAT's support to the Education sector, the review team recommends that DFAT continue to support primary and secondary education, contribute to improved education outcomes for all students and assist Nauru to develop a high-quality workforce (through support via TVET and scholarships) to meet future needs. To ensure effectiveness of the education sector as a whole, it is important that early learning years are prioritised as the literacy and numeracy levels continue to be poor in Nauru. If students do not gain the necessary foundations in literacy and numeracy this will create barriers to learning throughout primary education and become a compounded issue for students entering secondary schools. If secondary students do not have adequate literacy and numeracy skills, it will be challenging for them to catch up and meet the requirements in the senior secondary certificate and beyond. As such, DFAT could consider providing targeted support in these areas:</p> <ul style="list-style-type: none"> • Intervention in early years (primary education levels) ensuring best practice in teaching literacy using proven, successful practices, transitioning from mother tongue literacy to English literacy. Early literacy is the foundations for successful future learning outcomes and need to be addressed to improve overall education outcomes in Nauru. • Investing in recruiting (and training) sufficient effective (quality) Nauruan teachers and retaining them properly in Nauruan schools is vital for increasing student learning. This would also mean gradually limiting recruitment of regional expatriate teachers who may fill critical temporary gaps in teaching staff, but may not be the most appropriate educators for Nauruan students. • Re-entry programs for out-of-school youth is an area that requires further support which will contribute towards a more inclusive education in Nauru 	
Sub-question	Evidence	Findings
	Strength of evidence: Moderate	Rating: Adequate, 4/6
a) To what extent does Australia's current investments support GoN's objectives in education?	<p>At the overall Program level: The Nauru Strategic Development Strategy (NSDS) Goal is to "Improve the quality and broaden the scope and reach of education" QUALITY is defined as "Improved the education system, focusing on the quality (to regional Standards) SCOPE defined as "primary, secondary, vocational life and trade skills, and reach new audiences (e.g. mature age) " [NSDS]</p> <p>The Department of Education (DoE) Investment Strategy objectives (AOP FY14-15, FY15-16, FY 17-18) are informed by the NSDS [Interviewee 2, 6, 7, Education Investment Strategy, DFAT PAF]</p> <ol style="list-style-type: none"> 5. Improving quality and access to early years, primary and secondary education (relates to Outcomes 3.2 and 3.3 in DFAT PAF) 6. Create a proactive and continually improving education system (relates to all 3 Outcomes in DFAT PAF) 7. Improved learning outcomes for all students (relates to Outcome 3.2 in DFAT PAF) 	<p>DFAT support to education in Nauru consists of: Scholarships; support with education infrastructure; Technical Assistance and Direct Funding Agreement (DFA) which is helping improve the quality of education in Nauru as well as broaden the scope and reach of education via scholarships, TVET support and the anticipated USP campus.</p> <p>DFA- DFAT support DoE's annual operational plan (AOP) which is informed by the NSDS. This suggests that DFAT funds utilised via DFA is relevant to and aligned to GoN's strategic direction.</p>

<p>8. A sustainable and high-quality workforce to meet future education needs (relates to Outcome 3.3 in DFAT PAF)</p>	<p>Evidence shows that Australia’s investments in Education has been supporting the GoN’s objectives in Education as the support provided by the Australian Government is directly supporting the Annual Operating Plan for the DoE. However, the auditor’s report, Stanton Report, has indicated that some activities implemented or funded by DFAT are not the ones that were originally agreed to in the DFA/AOP. The review team concurs with the Stanton Report. There may be valid reasons as to why those activities were funded instead, for example to support emerging needs, etc. As such, the review team recommends that moving forward, the AOP reporting should provide a brief justification on why activities outside the DFA were funded by DFAT and their relevance to the AOP.</p>
<p>Scholarships</p> <p>DFAT requested a priority list from GoN, while they didn’t receive a comprehensive list they received some input. [Interviewee 19, 25]</p> <p>In the period 2014-17: [Interviewee 19, scholarships data]</p> <ul style="list-style-type: none"> • 69 scholarships awarded (45 female) • 23 completed (12 female) <ul style="list-style-type: none"> ○ 8 in medical /health ○ 6 in education ○ 3 in commerce ○ 2 in environment ○ 2 in statistics ○ 1 in fisheries ○ 1 in development • 44 students currently studying on scholarship (28 female) <ul style="list-style-type: none"> ○ 10 in medical /health ○ 7 in commerce /accounting ○ 4 in education ○ 3 in engineering 	<p>Scholarships: There is some evidence to suggest that DFAT Scholarships may not be awarded based on a timely and well-defined priority list from GoN. There is limited link demonstrated between scholarships provided by DFAT and demonstrated need from DoE. This could be better coordinated. Review team recommends DoE to undertake their own gap analysis to identify priority needs for scholarships in the absence of an updated list from GoN. That list can then be shared with DFAT prior to scholarships being awarded.</p> <p>Further some GoN representatives noted that there is a need for GoN to undertake a need/market analysis to determine what skills may be required for the future in Nauru. This analysis could then inform a priority list for scholarships.</p>
<p>Infrastructure</p> <ul style="list-style-type: none"> • TVET building contributes to the reach and scope of education provision by providing the facilities for around 80 students / year with TAFE Certificate II (Queensland TAFE) which is recognised towards QCE certification [Interviewee 13,14,15] • Learning Centre- In the original EIS ⁹ it is stated “<i>DET plans a series of “back to school” initiatives, with a focus on the Learning Village” campus</i>”. The DFA between DFAT and GoN Department of Finance, for the Learning Centre Stage 2 notes: DFAT will provide financial support for the Learning Centre which will see key educational TVET and adult education resources (including the University of South Pacific, USP campus and a new library) co-located in a modern, practicable and accessible facility. [DFA Learning Centre 2015] • The Learning Centre which will house the USP Campus has recently opened. The Learning Village (NSS, TVET and USP) will offer years 10-12 for people over the ages of 18, provide post-secondary access through the USP and professional short courses Certificate III and IV will also be offered through Pacific TAFE, (NSW TAFE accredited courses) at the Learning Village. • Investment in the Learning Centre and TVET infrastructure may contribute towards competing offerings unless a comprehensive and complementary plan for the Tertiary Vocational and Trades area is developed. TAFE Campus accredited with Queensland TAFE, Learning Centre plans to offer NSW accredited courses. There isn’t a current plan for the Australian funded APTC to be involved in the Learning Village [Interviewee 8,15] 	<p>TVET and Nauru Secondary School (NSS) facilities are allowing the delivery of accredited certificate courses and contributing to DoE’s objectives 1, 2, 3 and 4. DFAT support is therefore relevant and aligned to DoR aims.</p> <p>After some delays, the Learning Centre was opened in May 2018 will eventually complete the senior secondary and adult learning offerings in Nauru. This is highly relevant as it contributes to the NSDS priorities of “<i>Improving the educational system, focusing on the quality (to regional standards), scope (primary, secondary, vocational and life & trade skills) and reach (new audiences such as the mature age).</i>”</p> <p>This Centre is a component of the broader Learning Village and is intended to provide Nauruan students better access to study at the University of South Pacific and allow shared resources in the community library. It is intended to have a synergy in the education offerings available at NSS and the TVET Centre while providing opportunity for community education.</p> <p>There may be potential for duplication, inefficiencies and a lack of transparency for students and community members regarding the offerings from TVET and USP unless a cooperative and planned approach is agreed between education providers on the Learning Village campus. The duplication surrounding accreditation is apparent given TVET centre is utilising Queensland TAFE accreditation and Learning Centre intends to offer NSW TAFE accredited courses.</p>

⁹ Education Investment Strategy 2009 (Government of Australia) p3

Technical Assistance

- An Education Advisor was contracted during the period 2010-2014. The advisor completed the extended contract in March 2014 [Deed of Amendment, 2012]
- PACTAM2 Strategic Plan Implementation Advisor was appointed in 2017. Supporting DoE to implement its AOPs which is informed by the NSDS. [AOP report 17/18]
- There seems to be some confusion in the TOR, role and responsibilities of the Strategic Plan Implementation Advisor. The Advisor seems to be working across multiple areas and does not have a core focus of support [Interviewee 2,13]
- GoN does not have the capacity to recruit and manage individual TAs well. TAs don't know what is expected of them and GON don't know how to make sure they deliver what they are expected to. [Interviewee 2, 7, 13]
- Principal's Advisor NSS 2012 – 2014 [Placement Service Order 2012].

Provision of PACTAM2 TA support to DoE seems to have met some key needs of the education department's ability to implement the strategic plan. The Strategic Adviser facilitated the development and approval of the latest Education Strategic Plan. However, there is a need to review the position description to better align it with DFAT and DoE's needs. This will ensure the Adviser is able to provide targeted support as opposed to being 'spread too thinly' across multiple areas.

Despite the NSS Principal Advisor role ceasing in 2014, the advisor continues to be employed at NSS. It is unclear what the role of the NSS Principal's Advisor currently is and from which funding source this role is continued. Review team recommends reviewing the relevance, effectiveness and value for money aspects of this position, given the Principal NSS has successfully completed a Masters of Education.

Direct Funding Agreement (DFA)

- DFA support the DoE's Annual Operational Plan (AOP). The AOP is informed by the Education Investment Strategy which in turn is developed from the NSDS [Interviewee 6,7,2]
- Some examples of activities/initiatives funded by DFAT through the DFA include

Improving quality and access to early years, primary and secondary education: Contracted TVET TA to meet ongoing compliance requirements for accreditation with TAFE QLD [AOP FY15-16]; TA training for CASE director and managers on assessing and evaluating new curriculum delivery in schools [AOP 2014 15, 2016 17]

Create a Proactive and continually improving education system: Implementation of Queensland Certificate of Education at NSS (License fee; audit visits & training etc) [AOP FY15-16]. Recruit Australian Expatriate teachers to support the implementation of QCE and meet QCE license requirements [AOP 14-15, 15-16]

Improved learning outcomes for all students: Support Department of Education and schools through the provision of TA to support counselling program [AOP FY15-16]. TA to review IEP for students & training for Hearing Specialist teachers [AOP 2016 17]

A sustainable and high-quality workforce to meet future education needs: Support development Cooperative Agreement with TAFE Queensland – TVET trainer training and currency [AOP 15-16]. DoE staff engaged in identified PD programs, Development of Internal Training Dept [AOP 2014 15]

- 2017 Stanton Report states that some funded activities are not necessarily those originally agreed in the AOP /DFA
- There is a mismatch in timing between the AOP and annual DFA [Interviewee 1, 2, 26]
- A significant portion of teachers are expatriates coming from other Pacific countries. They have been employed to ensure that there are sufficient teachers for classes
- Employment of expat teachers is not ideal. The issues raised include: many of them don't stay for very long and don't develop a rapport with students, leave mid contract and cannot speak Nauruan to our younger students, who don't understand English. Many of these teachers use corporal punishment to manage student's misbehaviour. They don't understand Nauruan culture [Interviewee 4,13,16,26]

DFAT support DoE's AOPs which are informed by NSDS. This suggests that DFAT funds utilised via DFA are aligned to and relevant to GoN's strategic direction. However, a number of scheduled activities did not proceed as planned and alternative activities were undertaken instead.

The manner in which some DFA funds are spent may result in small allocations across diverse series of activities, which may vary from year to year, and may not be the most effective means of achieving planned results.

A number of activities which were planned to utilise DFA funds to provide Technical Assistance were not successfully completed.

Although employing expat teachers was designed to serve as an interim solution to teacher shortage, it was raised many times during interviews that this strategy also seen to contribute to the intended objective of "creating a proactive and continually improving education system". [Objective 2. DOE Strategic Plan]. The use of expatriate teachers was noted to have some detrimental impact on students and their learning as regional teachers aren't familiar with the QCE program, don't speak Nauruan and aren't able to easily connect with local Nauruan students. Note, the review team was not able to do follow up interviews with students to confirm this.

Year	Total number of teachers in Nauru	% of teachers who are expats
2014	112	33%
2015	105	44%
2016	115	55%
2017	117	49%
2018	125	42%

[EMIS 2018]

Contributions towards improving the quality and scope are evidenced by the number of students graduating from NSS with QCE ¹⁰ certificate

Year	Number of students	Breakdown
2014	5	5 Nauruan
2015	9	8 Nauruan, 1 refugee
2016	6	4 Nauruan, 1 expat, 1 refugee
2017	26	16 Nauruan, 4 expats, 5 refugee
2018	93 enrolled	Expect drop outs not to complete QCE

Contribution towards the quality of education is evidenced by the number of teachers gaining qualification (one aspect)

¹⁰ NSS data

	<ul style="list-style-type: none"> 28 teacher graduates in 2016 /17 [DoE Report April 2018] <table border="1" data-bbox="507 142 1822 443"> <thead> <tr> <th>Year</th> <th>Institution</th> <th>ECE</th> <th>Primary</th> <th>Secondary</th> <th>Inclusive</th> <th>Other</th> <th>TOTAL</th> </tr> </thead> <tbody> <tr> <td>2016</td> <td>UNE</td> <td>6</td> <td>5</td> <td></td> <td></td> <td></td> <td>11</td> </tr> <tr> <td>2017</td> <td>UNE</td> <td>2</td> <td>1</td> <td>3</td> <td>1</td> <td></td> <td>7</td> </tr> <tr> <td>2017</td> <td>USP</td> <td>3</td> <td></td> <td></td> <td></td> <td></td> <td>3</td> </tr> <tr> <td>2017</td> <td>APTC (Counselling NSS)</td> <td></td> <td></td> <td>1</td> <td></td> <td></td> <td>1</td> </tr> <tr> <td>2017</td> <td>USP Tonga <i>Professional Certificate in Education Policy & Planning</i></td> <td></td> <td></td> <td></td> <td></td> <td>6</td> <td>6</td> </tr> <tr> <td colspan="8">Continuing Students</td> </tr> <tr> <td>2016-18</td> <td>UNE</td> <td></td> <td>8</td> <td>3</td> <td></td> <td></td> <td>11</td> </tr> </tbody> </table> <ul style="list-style-type: none"> Despite the above numbers of teachers gaining a qualification, many interviewees stated that “most qualified teachers don’t teach, they go and find another better paid job” [Interviewee 13,16]. This evidence was strongly refuted by one interviewee, who stated this situation has changed recently [Interviewee 1] Improving the motivation and incentives of teachers greatly improves the overall quality of teaching and the overall education system. Research suggests that students learn more in classrooms with highly dedicated and motivated teachers. Raising the motivation and status of teachers as well as retaining high-quality teachers is therefore vital to improving education. [UNESCO IIEP Learning Portal] 	Year	Institution	ECE	Primary	Secondary	Inclusive	Other	TOTAL	2016	UNE	6	5				11	2017	UNE	2	1	3	1		7	2017	USP	3					3	2017	APTC (Counselling NSS)			1			1	2017	USP Tonga <i>Professional Certificate in Education Policy & Planning</i>					6	6	Continuing Students								2016-18	UNE		8	3			11	<p>There is considerable consensus between many interviewees that many well qualified teachers are leaving teaching for better paid and easier jobs, however one senior interviewee strongly refuted this claim. No statistics were able to be provided to clarify the conflicting claims.</p> <p>As the impact of effective teachers is so significant on student learning, ensuring that effective Nauruan teachers remain in the system is an important factor.</p>
Year	Institution	ECE	Primary	Secondary	Inclusive	Other	TOTAL																																																											
2016	UNE	6	5				11																																																											
2017	UNE	2	1	3	1		7																																																											
2017	USP	3					3																																																											
2017	APTC (Counselling NSS)			1			1																																																											
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Continuing Students																																																																		
2016-18	UNE		8	3			11																																																											
<p>b) Are the current DFA aims aligned to GoN’s education goals?</p>	<p>Goal stated in 2015/16 DFA ¹⁴is to support GoN achieving target in SESP 2011-16</p> <ul style="list-style-type: none"> Improving quality of and access to early years, primary and secondary education Creating a proactive and continually improving education system Improving learning outcomes for all students A sustainable and high-quality workforce to meet future needs <p>The auditor’s report, Stanton Report, has indicated that some activities implemented or funded by DFAT are not the ones that were originally agreed to in the DFA/AOP [Stanton Report 2017] Evidence of this follows;</p> <p>In 2016/17 AOP activity 1.3 is “TA training for CASE Director and Managers on evaluating and assessing new national Curriculum delivery in all schools.”.[AOP 2016/17]. The AOP report states numerous items as progress but no mention of TA training for CASE Director and Manager [AOP Report, December 2017].</p> <p>Activity 1.1 is “Re-establish a re-entry program for students with little or no primary learning using software for enhance learning and locally produce fictional books printed locally and other resources” while the reports refers to monitoring attendance, recruiting teachers and ECE Curriculum officer attending a conference. [AOP 2016/1, AOP Report December 2017]</p>	<p>The DFA goals are broadly aligned to the GoN education goals. The linkage between NSDS (2005), NSDS (2009) and SESP (2011-16) exists but is not clearly articulated and can be better clarified. Some activities in the AOP and the DFA don’t align which was also noted by the Stanton Report.</p> <p>The need to be reactive to emerging needs is acknowledged however without considerable more evidence it difficult to make informed findings.</p> <p>The lack of credible evidence, alignment and subsequent progress may be a result of lack of capacity of DoE staff.</p>																																																																
<p>c) How is investing in Nauru’s education sector in alignment with Australia’s national interest?</p>	<p>The DFAT Aid Investment Plan 2015-2016 2017-2018 states that the Australian Government will support human development by:</p> <ol style="list-style-type: none"> assisting Nauru deliver better health and education services by improving the quality of education and primary health care; supporting a work-ready pool of Nauruan’s able to take up future employment opportunities in the region <p>Australia has had a long association with the education sector, and it is through continued support that a well-educated Nauru supports Australia’s Foreign Policy White Paper objectives of improved regional integration and sustainable labour mobility [AQC 2018]</p>	<p>Combined DFAT support is in Australia’s national interest. NSS and TVET offerings are producing graduates with Australian recognised certifications, enabling students to move across the region with qualifications gained. Further, a work-ready pool of Nauruans will also reduce the need for DFAT to source regional and other expatriate advisers (teachers and certain PACTAM Advisers) for the DoE and the education sector more broadly.</p> <p>The 2015-16 and 2017-18 Aid Investment goals remain relevant.</p>																																																																

¹⁴ DFA 2015 16 (p

	<p>Provision of scholarships [Interviewee 19]</p> <p>This contributes to: supporting a work-ready pool of Nauruan's able to take up future employment opportunities in the region</p> <ul style="list-style-type: none"> 69 scholarships awarded 23 completed (58% female) 44 students currently studying on scholarship 	<p>Of the 23 scholarships completed in the period 2014 -17, 8 were in the medical and health area while 6 were in education.</p> <p>Of the students currently on scholarship a further 10 are studying medical and health fields while 4 are studying in the education field.</p> <p>It is unclear whether these students are taking up employment opportunities in the region at this time. The review team recommends tracking scholarship alumni to learn more about their education- to-employment journey and understand how DFAT scholarships may have contributed to that. Tracer studies could be undertaken for this.</p>
	<p>Infrastructure [DFA Learning Centre]</p> <p>This contributes to: assisting Nauru deliver better education services by improving the quality of education; and supporting a work-ready pool of Nauruan's able to take up future employment opportunities in the region</p> <ul style="list-style-type: none"> TVET building and facilities in the Learning Village were completed in 2010, combined with strategies under DFA have resulted in NSS students receiving regionally recognised Certificate I and II. 	<p>The combined investment in infrastructure and the DFA has resulted in GoN conducting regionally accredited certificates I and II. With some additional investments in building enhancements and recognising already trained trainers Certificate III courses can be conducted.</p>
	<p>Technical Assistance</p> <p>This contributes to: assisting Nauru deliver better education services by improving the quality of education; and providing a strong liaison point for DFAT to directly engage with the DoE</p> <ul style="list-style-type: none"> Strategic Implementation Advisor (PACTAM2) appointed in August 2107 	<p>The Strategic Implementation Adviser provides both DFAT and DoE with a strong link and supports implementation of the DoE Strategic Plan and the AOP.</p>
	<p>Direct Funding Agreement</p> <p>This contributes to: assisting Nauru deliver better education services by improving the quality of education; and supporting a work-ready pool of Nauruan's able to take up future employment opportunities in the region</p> <ul style="list-style-type: none"> Investment in the establishment of Australian standard of certified courses Level I and II (Queensland TVET Certified) combined with Infrastructure Investment [Interviewee 15] <ul style="list-style-type: none"> 7 trainers certified by TAFE Queensland. 20 + certified casual pool trainers In 2017 after the TVET Centre began to operate independently of NSS, it was able to extend to include 13 community (industry) based students gained Certificate II in trades in 2017. [Interviewee 15] NSS students are gaining regionally recognised TVET certificates, while attending secondary school. These also contribute towards their QCE Certificate [Interviewee 13,14,15] <p style="margin-left: 40px;">2015-16 28 NSS students gained TVET Certificate II [AOP report 2015-16]</p> <p style="margin-left: 40px;">2017 80 NSS students gained TVET Certificate II [Interviewee 13,14]</p> Investment to support NSS to offer QCE Certificate for secondary students combined with earlier appointment of TA and Infrastructure investment (upgrading of NSS facilities) resulted in the following students receiving Australian recognised high school certificate [Interviewee 13,14, AOP Report 2015/16] <ul style="list-style-type: none"> 2015 9 students gaining QCE 2016 6 students gaining QCE 2017 26 students gaining QCE <p>Note: in 2017, 94 Year 12 students were enrolled in QCE. In 2018, 93 year 12 students are enrolled in QCE</p>	
<p>d) Which areas of the education sector (primary, secondary, TVET, etc) would be most strategic for DFAT to support, and why? This</p>	<p>Primary (early years)</p> <ul style="list-style-type: none"> Literacy and numeracy levels in Nauru in primary school are not good [Interviewee 2, 20] Literacy and numeracy are foundations for learning 75% of year 3 students do not meet literacy benchmark in writing, reading and oral language [RON DOE Assessment Report 2017] 80% of year 6 students do not meet literacy benchmarks in writing, reading and language conventions [RON DOE Assessment Report 2017] 25% of primary students meet minimum proficiency standards in literacy, 28% meet minimum proficiency standards in numeracy [SGD 4 in the Commonwealth, Status Update Report, 2018] 	<p>Primary- Literacy: Data provided shows students attainment of literacy in Nauru is well below established benchmarks. Although primary data sources indicate poor attainment of benchmarks at years 3, 5 and 9 there is no use of comparative assessment tools (Nauru and similar Pacific Island states). The literacy benchmarking is based on English literacy. Low English literacy is problematic when students want to study offshore, especially in higher education.</p>

includes existing or potentially new areas.

- 26% of secondary students meet minimum proficiency standards in numeracy [SGD 4 in the Commonwealth, Status Update Report, 2018]

Secondary education

- A relevant and quality secondary education is required. Parents have previously taken students to Fiji to study, however there is some anecdotal evidence that with the QCE, parents are happier with the QCE offering and more students are remaining in Nauru to complete their secondary education. [Interviewee 13, 14]
- Annually RoN offer year 8 scholarships for students to complete their secondary education in Fiji. Many students who do not gain scholarships drop out after these exams. It is a disincentive. It also results in a depletion in the academic mix of each cohort as the “best” students gain the scholarships and do not remain in Nauru [Interviewee 13]
- There is no re-entry program for students who have previously left school. Some students who have left the system e.g. due to pregnancy have no clear process for return [Interviewee 10]

TVET

- There is a shortage of certified trade and vocational workers in Nauru [Interviewee 15,20]
- As there is always a proportion of the population who will not be able to access an academic pathway they need a relevant alternative option. This also can provide the broader community (adults) with vocational education [Interviewee 15,20]

Current progress towards QCE is beginning to show results. This requires ongoing support from DFAT to continue to deliver outcomes. It also requires ongoing licencing fees to continue the QCE program which are expensive and would benefit from DFAT support. Relevant secondary education options - Although the QCE is in place for students at NSS, there is limited opportunity for students to re-engage in education if they have previously left the system.

TVET- DFAT to continue to with some support to complete the TVET area in Nauru. This includes some activities required to meet the requirements to deliver Certificate III and IV courses in Nauru. This would contribute to providing Nauru with a trained vocational workforce and allow Nauruans regional employment opportunities. This review could not obtain all details required to meet these requirements but initial discussions include the need for some workshop/classrooms enhancements and availability of a multi-purpose classroom. Accredited trainers are in place ready to offer Certificate III and IV

Recommendations: Below are some recommendations for areas that DFAT could consider supporting:

- Intervention in early years (primary education levels) ensuring best practice in teaching literacy, This should consider using proven, successful practices, transitioning from mother tongue literacy to English literacy. As part of the literacy focus engagement in regional comparative assessment eg PILNA, EGRA, EGLA etc
- Quality, motivation and incentives of teachers- Effective, quality teachers will contribute towards improved learning and improve the overall education system. Research suggests that students learn more in classrooms with highly dedicated and motivated teachers. Raising the motivation and status of teachers as well as retaining high-quality teachers is therefore vital to improving education. This will contribute to retaining quality Nauruan teachers in Nauruan schools and reduce the reliance on regional and expatriate teachers who may not completely be appropriate for the Nauruan context
- Re-entry programs for out-of-school youth (youth could be between 18-44 years of age)

Key question	Overall finding:	
<p>2. To what extent is DFA the most appropriate modality for achieving the educational outcomes identified by GoN in their strategy?</p>	<p>Although DFA supports DoE's AOP it has been utilised in a fragmented manner, with no specific focus on achieving specific results with this donor's support.. Slow or mismatch in timing of transfer of DFA funds to GoN has been a problem which has created issues for DoE to implement annually planned activities. GoN /DoE has some challenges managing some aspects of TA contracts funded through DFA which may have negatively impacted results</p> <p>The medium term combined focus of the modalities of Infrastructure, DFA and TA into one area (Learning Village -Senior Secondary) has demonstrated a more concentrated approach, and has resulted in achievement of objectives.</p> <p>Overall, DFA is an appropriate modality as it supports implementation of DoE's strategic plan and corresponding AOP. However, it is recommended that the process for developing and negotiating DFAs could make some enhancements for more relevant and efficient support.</p> <p>These include;</p> <ul style="list-style-type: none"> (i) use of longer term (3 year) Direct Funding Agreements It should be noted that regardless of the agreed time frame, a substantially improved M & E and reporting framework is needed to reduce the risk in DFA (ii) sectors focus of the DFA into a specific program (e.g. literacy or numeracy or education sectors eg early years primary (iii) complementary approach of modality, so each modality is contributing towards an agreed objective with a focus area (iv) development and use of a theory or change to ensure (ii) and (iii) have an agreed logic with agreed, understood target and reporting mechanisms 	
Sub-question	Evidence	Findings
<p>a) What would be the likely impact on the GoN's education sector strategy if Australia did not provide DFA?</p>	<ul style="list-style-type: none"> • GoN's NSDS is a comprehensive and ambitious plan. Without DFA, the GoN would not be able to fund all activities as planned in annual operational plans. This would result in plans for achieving NSDS strategy either taking longer to achieve or not being able to achieve the planned objectives. Any planned activities would take a longer time to achieve. [Interviewee 7, 21] • Key strategy in the senior secondary sector (QCE) and TVET (Queensland TAFE accreditation) are expensive to maintain. • DFA should include clauses on supporting DoE with procurements of services for e.g. support with developing a ToR, then the tendering and contracting process [Interview with PAD] 	<p>GoN's NSDS is a comprehensive and ambitious plan which is not a costed strategy. Without DFA, the GoN may not be able to fund all activities as planned in the DoE's annual operational plans. This would result in either delays in achieving the Education Strategic Plan objectives and NSDS KPIs for education, or not being able to accomplish them.</p> <p>Senior secondary sector (QCE) and TVET accreditations (Queensland TAFE accreditation) are expensive and require ongoing annual investments. Without DFAT funding these strategies may be difficult for GoN to support annually. The sustainability of these strategies is questionable without ongoing partner support</p>
<p>b) Considering alternative modalities, is DFA the most appropriate modality to achieve the desired educational outcomes? Describe the major strengths and weaknesses of the alternatives.</p>	<p><u>DFA current arrangements</u></p> <p>Strengths</p> <ul style="list-style-type: none"> • Allows GoN to decide on activities that are considered priorities [Interviewee 1,2,7] • As the DFA only describes the broad areas of activity, there is an ability to slightly modify activity as needed [Interviewee 7] • DFA supplements GoN's budget [interviewee 6, 7, 21] <p>Weaknesses</p> <ul style="list-style-type: none"> • There is no Sector Wide approach supporting education, despite a recognition that a collaborative approach between major donor partners would be beneficial [Interviewees 21,25] • There continues to be "blurred and overlapping responsibilities" between DoE, PAD and GoN DFAT [NSDS 2009] • There is a lack of targeted reporting results of GoA funded activities [Interviewee 21] • There is no rigorous mechanism to review and adjust activities that are not producing the intended results [Interviewee 2,7, 21] • The provision of annual DFA is time consuming each year and results in a mismatch of timing between receiving funds and the school year and ability to spend funds in the current year. DFA funding and the current years AOP do not align and this has created frustration. [Interviewee 1,2,26] • RoN /DoE has challenges in successfully managing TA contracts utilising DFA funds e.g. PAWS, Parenting Program and EMIS TA [Interviewee 2,7] • "There has been an increase in contested items of expenditure with respect to subjective interpretation over what is considered "ineligible" expenditure within the Direct Funding Agreement (DFA) on Department of Education projects" [Stanton Report 2017] <p>ALTERNATIVE OPTIONS</p> <p>1. Multi-year DFA</p> <p>Currently, DFAs are developed annually. Various government employees have noted that multi-year DFAs with funding allocated to programs under the Education AOP would be more efficient to manage [interviewee 2, 6, 7]</p>	<p>The current one-year DFA creates a mismatch in implementing DoE annual Operational Plans. It is not conducive to achieving planned results. Some uncompleted activities are attributed to delays in annual DFA</p> <p>Through interviews and DFA-AOP reports for e.g. the school grants activity (activity 23 & 41 of AOP report summary I compiled) was delayed as a result of funds not being released on time. Further, the one TA was informed their recent contract was unable to be completed due to DFA funding not being released for 2018, despite the TA's contract being planned in the 2017-18 AOP.</p> <p>Most interviewees highly recommended multiple year DFAs to allow them to have consistency and certainty with funding to complete planned activities. Even with a multi-year DFA, the review team would still recommend having annual reporting and reprioritising of funds and activities as needed. The multi-year DFA should include rolling annual plans.</p> <p>Review workshop participants all recommended a more focused approach to DFA, to make sure DFAT support a fewer things and do it consistently and well.</p> <p>A number of options were raised for areas of focus which included:</p> <p>Programs</p> <ul style="list-style-type: none"> ○ Literacy ○ School re-entry (for students who have not attended school for extended period of time) ○ Positive behaviour management (anti bullying)

Strengths

- Less bureaucracy annually
- Allows focus on activity from the beginning of each school year
- More certainty for planning

Weaknesses

- Nauru's situation / context may change, and resultant needs might therefore be different
- Will require a sound M&E plan to ensure progress and challenges are tracked and modifications made if evidence suggests

Note: this option would need to include ability for DFAT and GoN to re-negotiate terms in the case of a major shift in the Nauru context and provide clarity of activity that GoA will not support

2. A focused approach to DFA support

DFA to be focused on a selected area and only provide funding for the agreed focus. This could be done by focusing on an area of intervention "programmatic approach" or only funding a specific sector (or grade levels) of education

2.1 Programmatic approach

Focus on specific 'program area for the period of DFA, e.g. literacy

Strength

- More focused intervention
- Results could be more significant
- Results would be easier to report to donor

Weakness

- More difficult in the design or planning phase
- Must have ability to learn from lessons and adapt over time

2.2 Sector approach

Focus on a specific sector of schooling for period of DFA e.g. early years of primary education

Strength

- Allow more intensive focus on chosen school sector
- Allow donor to understand results of investment

Weakness

- Unable to impact the other sectors of schooling which might negatively affect eventual results e.g. a focus on senior secondary should result in positive results for these students but would not address the issues currently apparent in the early years
- Any change of focus area should only be made at conclusion of current DFA

Key question	Overall finding:																		
<p>3. To what extent has the DoE been effective in implementing the Education Sector Strategy with the support received from DFAT?</p>	<p>According to the Performance Assessment Framework (PAF), DFAT have achieved key milestones and targets under each of its Outcome areas between FY 2016 – mid 2018. For example:</p> <p>Outcome 3.1- Effective implementation of the Education strategic plan and AOP- DFAT supported DoE to draft the Education Strategic Plan and a PACTAM2 Adviser was appointed (co-located in the DoE) to support implementation of the Strategic plan.</p> <p>Outcome 3.2- Improved teaching practice and educational outcomes for early learning, primary and secondary students- regional teachers were recruited to fill the teaching gap, and under the training component of Outcome 3.2 the following results can be noted-</p> <table border="1" data-bbox="457 390 1383 810"> <thead> <tr> <th colspan="4" data-bbox="457 390 1383 464">Outcome 3.2 - Improved teaching practice & educational outcomes for early learning, primary & secondary students (training)</th> </tr> <tr> <th data-bbox="457 470 581 499"></th> <th data-bbox="590 470 825 499">2016</th> <th data-bbox="834 470 1095 499">2017</th> <th data-bbox="1104 470 1383 499">2018</th> </tr> </thead> <tbody> <tr> <td data-bbox="457 506 581 779">Milestone</td> <td data-bbox="590 506 825 779">Milestone- 14 teachers graduate from UNE with an Associate Degree in Teaching (Pacific Focus) and become full time teachers</td> <td data-bbox="834 506 1095 779">Milestone- 14 teachers graduate from UNE with an Associate Degree in Teaching (Pacific Focus) and become full time teachers / Current cohort of teachers complete associate degrees and BoEs through UNE and become teachers in Nauru</td> <td data-bbox="1104 506 1383 779">Milestone- Current cohort of teachers complete associate degrees and BoEs through UNE and become teachers in Nauru</td> </tr> <tr> <td data-bbox="457 785 581 810">Actual</td> <td data-bbox="590 785 825 810">11 graduates</td> <td data-bbox="834 785 1095 810">7 graduates</td> <td data-bbox="1104 785 1383 810">13 (currently enrolled)</td> </tr> </tbody> </table> <p>Overall, the percentage of qualified teachers in Nauru has increased since 2014. However, educational outcomes for early learning, primary and secondary students are still very low:</p> <ul style="list-style-type: none"> 25% of primary students meet minimum proficiency standards in literacy, 28% meet minimum proficiency standards in numeracy [SGD 4 in the Commonwealth, Status Update Report, 2018]; 26% of secondary students meet minimum proficiency standards in numeracy [SGD 4 in the Commonwealth, Status Update Report, 2018] <p>Under Outcome Area 3.3- Improved post-secondary education opportunities and outcomes for students and tertiary qualified Nauruans to support national development- DFAT have recently completed the construction of the Learning Village and have handed over keys to USP. DFAT also continue to award scholarships to Nauruan applicants. Of the 6 scholarships awarded in education related fields over the period 2014-17, two remain working in schools in Nauru and one is working for the Nauruan government. It is unclear what percentage of scholarship recipients return to employment outside of the education sector in Nauru.</p> <p>Generally, with DFAT support, there is evidence to demonstrate some success by DoE in the following areas:</p> <ul style="list-style-type: none"> DFA: <ul style="list-style-type: none"> QCE curriculum at NSS TVET Queensland Partnership and accredited courses at TVET Centre, and UNE conducting teacher training program PACTAM2 TA: There is consensus that the TA provided to DoE has been beneficial in certain ways as discussed earlier in the relevance section. Although this is a new position and has been in place for only seven months, the role is assessed to have the potential to be effective. Infrastructure- the Learning Centre was opened in May 2018 and is assessed to have the potential to be effective if managed and operated well. Scholarships: Limited evidence of effectiveness of scholarships towards higher level education outcomes. Only 3 people who have completed scholarships over the reporting period are teaching in schools. <p>Given that DFAT support is provided directly through DoE, the effectiveness of DFAT assistance is only as effective as the implementation of the activities by DoE. It can at times be difficult to gauge the extent of effectiveness of certain DFAT-funded activities/projects through the AOP 6-monthly reporting and a recommendation of the review team is to strengthen progress reporting against DFAT-funded activities. The Strategic Plan Implementation Advisor is meant to oversee M&E and quality control of program activities in addition to other responsibilities. The review team recommends reviewing the ToR for this position to ensure that it is better aligned with both DFAT and DoE needs.</p> <p>The link between the four modalities is not always apparent, except for the investment in the areas of NSS, TVET and Learning Centre. The gains made by longer term complementary activities has begun to demonstrate positive results in this area. Although difficult to demonstrate attribution, it appears that combined strategies surrounding the NSS may be contributing to more students remaining at school at the senior secondary level.</p>			Outcome 3.2 - Improved teaching practice & educational outcomes for early learning, primary & secondary students (training)					2016	2017	2018	Milestone	Milestone- 14 teachers graduate from UNE with an Associate Degree in Teaching (Pacific Focus) and become full time teachers	Milestone- 14 teachers graduate from UNE with an Associate Degree in Teaching (Pacific Focus) and become full time teachers / Current cohort of teachers complete associate degrees and BoEs through UNE and become teachers in Nauru	Milestone- Current cohort of teachers complete associate degrees and BoEs through UNE and become teachers in Nauru	Actual	11 graduates	7 graduates	13 (currently enrolled)
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Sub-question	Evidence		Findings																
	Strength of evidence: Moderate		Rating: Adequate, 4/6																
<p>a) To what extent have DFAT interventions and support strengthened the</p>	<p>The PAF identifies the following milestones for DFAT investments in education:</p> <table border="1" data-bbox="457 1801 2000 1959"> <tr> <td colspan="3" data-bbox="457 1801 2000 1850">STRENGTHENED PROVISION OF EDUCATION SERVICES</td> </tr> <tr> <td colspan="3" data-bbox="457 1856 2000 1896">Objective 3.0: Implementation of education pathways that develop locally and regionally relevant skills</td> </tr> <tr> <td data-bbox="457 1902 899 1959">Outcome 3.1</td> <td data-bbox="908 1902 1427 1959">Milestones for FY 2016-17:</td> <td data-bbox="1436 1902 2000 1959">Milestones for FY 2017-18:</td> </tr> </table>		STRENGTHENED PROVISION OF EDUCATION SERVICES			Objective 3.0: Implementation of education pathways that develop locally and regionally relevant skills			Outcome 3.1	Milestones for FY 2016-17:	Milestones for FY 2017-18:	<p>The investment has achieved the major outputs and targets for FY 16/17 and 17/18 or on track to being finished (these are referring to DFAT's targets in the PAF). Progress towards Outcomes 3.1 and 3.3 in the PAF are promising.</p> <p>Outcome 3.1 is contributing to implementation of the education strategic plan through direct funding and technical assistance, and</p>							
STRENGTHENED PROVISION OF EDUCATION SERVICES																			
Objective 3.0: Implementation of education pathways that develop locally and regionally relevant skills																			
Outcome 3.1	Milestones for FY 2016-17:	Milestones for FY 2017-18:																	

education sector in Nauru?	Effective implementation of the GoN Education Strategic Plan and Annual Operating Plans	<ul style="list-style-type: none"> GoN Education Strategic Plan - drafted OA – direct funding agreement signed early in FY; and funds drawn down for agreed activities to support the Education Strategic Plan 	<ul style="list-style-type: none"> GoN Education Strategic Plan - Recruit and mobilise Education Adviser to support delivery of the GoN Education Strategic Plan OA – direct funding agreement signed early in FY; and funds drawn down for agreed activities to support the Education Strategic Plan 	<p>Outcome 3.3 is providing inclusive opportunities for Nauruans to access post-secondary education through TVET, scholarships and the USP campus at the Learning Village.</p> <p>Outcome 3.2 While outputs are being fulfilled, these are not translating into better educational outcomes for early, primary and secondary students. Although there is anecdotal evidence that the UNE teachers are of a higher quality than previous teachers, there is no evidence that this is creating a positive effect on attendance or literacy and numeracy results. Further, anecdotal evidence suggests that qualified teachers may be leaving the system for better paid jobs elsewhere in Nauru. There seems to be an indication that low salary of teachers is the one of the key factors contributing to the loss of teachers.</p>
	Outcome 3.2 Improved teaching practice and educational outcomes for early learning, primary and secondary students (resulting from teacher recruitment and training)	<ul style="list-style-type: none"> Recruitment - 24 regional teachers recruited and mobilised to work within Nauru schools Training - 14 teachers graduate from UNE with an Associate Degree in Teaching (Pacific Focus) and become full time teachers 	<ul style="list-style-type: none"> Recruitment - regional teachers recruited and mobilised to fill gaps within teaching cadre as required Training - current cohort of teachers complete associate degrees and BoEs through UNE and become teachers in Nauru 	
	Outcome 3.3 Improved post-secondary education opportunities and outcomes for students and tertiary qualified Nauruans to support national development	<ul style="list-style-type: none"> Learning Village - tender for final stage of Learning Village construction awarded and construction underway Australian Award (AA) scholarships - 14 new AA scholarships provided; and baseline prepared for scholarship completions and non-completions 	<ul style="list-style-type: none"> Learning Village - construction completed; Village occupied by higher education agencies; and library established AA scholarships - 18 new scholarships provided; and TBA % of AA cadre successfully complete their qualification and return to employment in Nauru Technical Vocational Education and Training (TVET) – DERN submits TVET Strategy to Cabinet; and TVET Strategy approved by Cabinet 	

Outcome 3.1 Milestones for FY 16-17 and 17-18 have been completed, with the exception of: OA – direct funding agreement signed early in FY; and funds drawn down for agreed activities to support the Education Strategic Plan. There were delays with DFAT finalizing and signing the DFA which resulted in a delay in funds being transferred to DoE.

Outcome 3.2

- The recruitment milestone for FY 16-17 and 17-18 has been met for the most part. Expats teachers working in Nauru: 63 (2016), 57 (2017), 53 (2018) [EMIS 2018]
- In 2016- 11 teachers graduated from UNE and in 2017- 7 teachers graduated. 13 teachers are expected to graduate from UNE mid-2018. 21 additional teachers are still enrolled and yet to complete their studies [Report on teacher education, April 2018].
- The percentage of teachers who have a qualification has increased since 2014 as per the table below [EMIS 2018]

	2014	2015	2016	2017	2018
Percentage of qualified teachers teaching in Nauru schools	73%	71%	80%	87%	82%

Note: Disaggregation of this data by expats and Nauruan teachers not available

- Literacy and Numeracy levels remain low- 25% of primary students meet minimum proficiency standards in literacy, 28% meet minimum proficiency standards in numeracy [SGD 4 in the Commonwealth, Status Update Report, 2018]; 26% of secondary students meet minimum proficiency standards in numeracy [SGD 4 in the Commonwealth, Status Update Report, 2018]
- Comparison with year 6 literacy benchmarks show a decline in results since 2013 [2014 DFAT Education Review, EMIS 2018]

Progress against the new literacy benchmarks: Year 6 comparisons to 2014 Education Review report

	% children at or above Yr 6 benchmark		
	From 2014 Ed Review Report	EMIS 2018	
Literacy Strand	2012	2013	2017
Reading	32 %	52 %	41%
Writing	13 %	33 %	17%
Conventions and Grammar	11 %	64 %	No data
Spelling	42 %	52 %	No data

Student transition rates have increased between 2014 and 2018. The most significant increase is from grade 9 upwards. This is indicating that more students have remained in the education system after junior secondary school

Nauru Literacy benchmarking assessment results in 2017

Year level	Students sitting assessment		Results compared to benchmark		
	Number compared to enrolled number of students	% taking assessment	At or above	Below or approaching	Critically & well below
Year 3	178/299	(60%)	48 (27%)	45 (25%)	85 (48%)
Year 6	131/239	(55%)	25 (19%)	43 (33%)	63 (48%)

Source: Assessment Report, DoE. 2017

Year 9 Literacy and Numeracy results 2017

	Number of students taking assessment	% taking assessment	SPELLING	READING	NUMERACY
			Passed exam	Passed exam	Passed exam
Year 9	56/204	(23%)	32 (57%)	4 (7%)	9 (16%)

Source: Assessment Report, DoE. 2017

Transition rates	2015	2016	2017	2018
PS/Prep	98.6%	107.0%	108.5%	105.4%
Pre/1	106.8%	101.7%	103.3%	101.9%
Grade 1 /2	104.5%	100.0%	97.2%	100.9%
Grade 2/3	102.9%	98.1%	94.6%	101.1%
Grade 3/4	103.6%	97.5%	93.4%	101.7%
Grade 4/5	97.9%	88.4%	95.6%	101.4%
Grade 5/6	97.2%	101.1%	94.8%	103.4%
Grade 6/7	87.5%	85.4%	90.8%	102.5%
Grade 7/8	96.1%	107.8%	104.6%	100.4%
Grade 8/9	58.2%	85.8%	87.6%	95.6%
Grade 9/10	60.0%	147.7%	102.7%	101.5%
Grade 10/11	61.1%	87.6%	96.8%	104.7%
Grade 11/12	93.0%	84.4%	101.8%	113.7%

Note: Transition rate includes additional enrolments in the subsequent year compared to original year as well as students repeating a grade, hence may indicate greater than 100%

Raw student transition rates (percentage of students moving from one grade to the next the subsequent year) show notable increase between 2014 and 2018. These rates indicate that the majority of students have progressed from one grade to the next from 2017 to 2018. [EMIS 2018]

Outcome 3.3- Milestones under this have been completed or are ongoing. Infrastructure- NSS, TVET (Learning Village) – completed. Learning Centre was opened in May 2018. Scholarships are awarded annually. Over the review period, DFAT awarded 69 scholarships of which 23 were completed (58% female) and 44 students are currently studying on a scholarship.

Direct Funding Agreement-

- DFA funds spread over a diverse area from 2014 to 2018 [AOP FY 14-15, FY15-16, FY16-17, FY17-18 and Education DFA; DFA Learning Centre].
- AOP report provides overall updates against the DoE strategic plan but doesn't provide progress updates against DFAT-funded activities. [AOP End of Year Report FY15/16]. Other AOP Reports were not available on request.

Major interventions receiving DFA support and showing progress include:

While there is evidence of some progress in the areas of: QCE accreditation, UNE teachers and TVET certification, it is challenging to assess the extent to which DFAT interventions strengthened the education sector in Nauru from the existing AOP progress reports. The reports are not tailored for DFAT-funded initiatives. Further, DFA funds are used to cover a wide range of AOP activities which make it difficult to assess the level of contribution and effectiveness of DFAT support.

	<ul style="list-style-type: none"> • QCE; accreditation and teacher support- NSS now meets QCE licencing requirements and has ongoing support to ensure it can meet requirements. Progress is reported annually on student's gaining QCE • University of New England teacher education - Reports received indicated this activity was progressing with pleasing results. 5 graduates teaching at NSS [AOP 2014/15 and 2015/16]. Interviewee 13 noted that the "UNE teachers are of higher quality than previous teachers". • TVET Queensland TAFE certification, TVET Trainer certification- Limited AOP reporting however evidence shows that promising progress is being made • School grants program- 2nd phase of the school grants program was completed in 2017 with the 3rd phase expected to be commenced in 2018 	
<p>b) To what extent has technical assistance strengthened education systems?</p>	<p>Strategic Plan Implementation Manager</p> <ul style="list-style-type: none"> • The TA has only been in place for 7 months (August 2017- April 2018). There is broad consensus that this TA assistance is regarded and has helped facilitate discussions and planning between DFAT and DoE. The Adviser was able to assist with the development and approval of the DoE Strategic Plan. • There seems to be some confusion with the Strategic Plan Implementation Advisor ToR and their key responsibilities. The Adviser seems to be working across multiple areas and does not have a core focus of support [Interviewee 2] • A Strategic Plan Implementation Manager has been appointed to oversee the Monitoring, Evaluation, and Quality Control program and to develop the capacity of the Department to develop an organisational culture that will sustain the gains expected in Footpath IV. [Education AOP FY17-18] 	<p>The PACTAM Adviser has only been in place seven months and is too early to assess level of effectiveness. However, the Advisor serves as an important liaison point for DFAT and DoE and support planning and discussions between both partners. The Adviser assisted with the development of the latest Education Strategic Plan which was approved and is in place.</p> <p>The original ToR for the Strategic Plan Implementation Adviser includes responsibilities for M&E and reporting which needs to be strengthened, particularly for DFAT reporting. Further, the Adviser is working across a myriad of areas and may be overextended. It is recommended that the ToR for this role is reviewed and better aligned with needs of both DFAT and DoE.</p>
<p>c) To what extent has the scholarships program contributed to higher level education outcomes?</p>	<p>There are 3 teachers who have completed Australia Award (GoA) scholarships who are currently working in schools in Nauru [Interviewee 19]</p> <p>Scholarships [interviewee 19; scholarships data]</p> <p><i>2014-17 period only</i></p> <p>10 of 23 (12 female) completed scholarships in education related fields</p> <p>1 of 23 scholarship completed</p> <p>6 in the field of education. 2 of these are currently working in Nauru schools and 1 is working for the Nauru government</p> <p><i>"Most well qualified teachers don't stay teaching in Nauru, they get better paid jobs outside of education. Some of these job are menial, security and cleaning"</i> [Interviewees 13, 16, 20]</p>	<p>There is limited effectiveness of scholarships towards higher level education outcomes. Only 3 people who have completed scholarships provided by the Government of Australia over this period remain teaching in schools in Nauru.</p>
<p>d) To what extent has the Learning Centre been effective?</p>	<ul style="list-style-type: none"> • The original concept of the Learning Village was that it would provide different 'huts' of learning all on the same physical location, where complementary services could cater for the secondary and post-secondary. It seems this concept may have been a little lost. We need to return to this original vision as this will provide us with what we really need' [Interviewee 20] • In the original Education Investment Strategy it is stated <i>"DET plans a series of "back to school" initiatives, with a focus on the Learning Village campus"</i> [Education Investment Strategy 2009 (Government of Australia)] • The Learning Centre (phase 2) is in its final stages of completion, due for opening on 21 May 2018. [Interviewee 8, 7] • Original intent of the Learning Centre was for it to be an integral part of the Education Precinct, comprising NSS, TVET College and USP housed in a facility with shared community/learning facilities & resources for a variety of purposes into the future. [DFA Learning Centre, Phase 2] <p>Areas of potential concern:</p> <ul style="list-style-type: none"> • Evidence gathered is indicating there may be a potential conflict of interest between USP proposed offering of TVET level certificate courses (NSW TAFE accredited) and TVET programs offered by the TVET Centre which already has full accreditation from Queensland TAFE. [Interviewee 7,8] • There is the potential for the <i>"shared community/learning facilities & resources"</i> to become an USP "owned" facility, rather than a shared user of the facility. [Interviewee 7,8] • Stated in the original EIS, rooms needs to be managed as does the management staffing and of the community library and payment of utilities for the USP community center. This has not been planned yet. Who will have the responsibility for paying the utility bills? [Interviewee 7] 	<p>During this review it was evident that the terminology 'Learning Centre' and 'Learning Village' was used interchangeably. Various interviewees commented that reflection on the original intent of a more holistic approach to senior secondary (and beyond) education was beneficial i.e. a learning Village for this purpose. The combined investments to the NSS and TVET Centre have demonstrable results</p> <p>The new Learning Centre building was opened on 21 May 2018 and keys were handed over to the DoE. USP will be managing the Centre and the community library is to be established on the premises accessible by Nauruans.</p>

Key question	Overall finding:	
4. To what extent have DFAT support (TA, DFA, infrastructure and scholarships) led to increased service delivery/outcomes for DoE?	<p>DFAT have primarily used GoN systems through the DFA to provide funding and support to the education sector. This enhances efficiency for DFAT as there is no need to go through an external service provider, such as a managing contractor, which allows cost savings, and omits the need for parallel systems of program management. However, there are some inefficiencies and weaknesses in the manner DFAT support is planned and reported on. For example, DFAT do not receive progress reports on its specific investments under DFA (6-monthly AOP reports) that are tailored and provide updates on projects funded by DFAT.</p> <p>The combined investments to the NSS and TVET Centre show some promising results. More students are completing a regionally recognized high school certificate (QCE) while others are gaining a regionally recognized TVET Certificate, including community members. There are more teachers and people in the education sector who have gained regional qualifications.</p>	
Sub-question	Evidence	Findings
	Strength of evidence: Moderate	Rating: Adequate, 4/6
a) To what extent were activities completed on time and within budget?	<p>DFA</p> <ul style="list-style-type: none"> • AOP half yearly reports are provided by DoE to PAD, however the documents: <ul style="list-style-type: none"> ○ Do not report against DFAT funded activity ○ Do not report specific results or milestones • Of the 43 activities funded under the DFA 2014 -2017, only 16 (37%) were reported complete. These were all related to NSS, QCE and TAFE activities • 8 activities (18%) had limited indication of completion • 12 activities (28%) were indicated anecdotally and /or limited comments in reports. So are thought to have been conducted, although no reports on the effectiveness of these activities in achieving intended results were provided in AOP reporting • 7 activities (16%) were reported either anecdotally or in the AOP reports as not occurring • The financial reporting received from the Ministry of Treasury (Australia Project Education Expenditure Report (2014 - 2018)) indicates that activities are within budget, with possibly some delays in expending the funding. <hr/> <p>Scholarships</p> <ul style="list-style-type: none"> • Administration of scholarships is managed directly by the AHC in Nauru • The application process is completed on time [interviewee 19] • Of the 6 scholarships completed in the field of education between 2014 and 2017 only 2 are currently working in Nauru schools and 1 is working for the Nauru government. • <i>“Most well qualified teachers don’t stay teaching in Nauru, they get better paid jobs outside of education. Some of these job are menial , security and cleaning” [Interviewees 13, 16, 20]</i> <hr/> <p>Infrastructure</p> <p>Learning Village [DFA Learning Centre]</p> <p>Stage 1 Redevelopment of Nauru Secondary School and part of the TVET Centre was completed in 2010</p> <p>Stage 2 comprising of:</p> <p>Phase I TVET Centre for automotive and marine training (construction completed in March 2014)</p> <p>Phase II Nauru USP Center;</p> <ul style="list-style-type: none"> • Community library associated with USP library • Community centre associated with library and connected to USP audio video lecture room • The DFA for Phase 2 of this project was signed in June 2015, after a delay of phase 1. In the DFA (June 2015) it was to be a 26-month project, therefore due for completion in August 2017. • Phase II was delayed with a cost overrun of \$1.5 million. This was provided by GoA in a DFA in June 2015 [DFA Phase II Nauru USP Centre] <hr/> <p>Technical Advisors</p> <p>2 technical Advisors have been in in place during the period 2014-17</p>	<p>Some activities are completed on time while others were delayed. Only 37% of the planned activities were completed and these all related to the QCE and TVET Centre. The completion of the remainder of activities (63%) was not reported on.</p> <p>The scholarship application process seems to have been completed on time.</p> <p>Phase II of the Learning Centre was completed with an 8-month delay and an additional cost of \$1.5 million.</p> <p>It is unclear if these were on budget or timely, however given the contracting of these were managed through the PACTAM mechanism, it is assumed that they were within budget.</p>

	<ul style="list-style-type: none"> Education Advisor commenced May 2010 and was extended to May 2014 Strategic Plan Implementation Manager. Contracted from August 2017 to August 2018 	
b) To what extent have Australia's contribution leveraged partner systems and other donor funding?	<p>DFAT use GoN systems to support education investments in Nauru:</p> <p>Planning:</p> <ul style="list-style-type: none"> DoE submit AOPs/budgets to PAD, who submit it to the Nauru Cabinet for funding approval. Cabinet decide which AOP activities the GoN will fund and the projects that remain unfunded are then shared first with DFAT for their review and funding consideration [interviewee 2, 6, 7]. DFAT then identify activities to fund and develop funding agreements with the Department of Finance to support DoE's annual operation plan. [Interviewee 2, 6, 7]. The remainder of the projects is then shared with other donors for their funding consideration. Despite best intention of collaboration between donor partners, there was no evidence found of DFAT directly leveraging other donor funding. [Interviews with MFAT/DFAT ADB] <p>Reporting:</p> <ul style="list-style-type: none"> DoE submit 6-monthly progress reports against their AOPs to the Planning and Aid Division (PAD) which is then submitted to DFAT. Progress reports are generated using data from the Education Information Management System (EMIS) [interviewee 2, 6, 7]. PAD submit regular financial reports to DFAT [Interviewee 6, 7] 	DFAT have mainly used GoN systems (via DFA) to provide funding and support to the education sector. While this means that there is no need to go through an external service provider, such as a managing contractor, which allows for cost savings, there are some inefficiencies and weaknesses in the manner DFAT support is planned and reported on. For example, DFAT do not receive progress reports on its specific investments under DFA (6-monthly AOP reports) that are tailored and provide updates on projects funded by DFAT.
Key question	Overall finding:	
5. To what extent are the current reporting and M&E arrangements suitable considering DFAT standards, particularly for the DFA?	<p>DFAT does not have an overarching ToC/strategy for their education investments which can limit their ability to make evidence-based decisions, and for learning and accountability purposes. However, M&E undertaken for the 3 modalities- scholarships, infrastructure and TA- generally meets most of DFAT M&E standards and are deemed suitable.</p> <p>M&E and reporting for the DFA modality needs to be considerably strengthened. DFAT is reliant on AOP reports from DoE to track progress against activities in the AOP. Outcomes reporting for DFAT-funded activities would further satisfy DFAT M&E standards and provide DFAT-Nauru with a more comprehensive performance story of their investments. The PAF is a step in the right direction and can support DFAT to track progress against the current objective/outcomes outlined in the PAF.</p> <p>Evidence suggests that both DFAT and DoE would benefit from targeted capacity building support in M&E and reporting, evidence-based planning, decision making and learning. AOP reports provide some status updates against the 4 AOP Objectives, but information is discrete and does not always provide a cohesive story of performance or progress.</p>	
Sub-question	Evidence	Findings
	Strength of evidence: Moderate	Rating: Less than Adequate, 3/6
a) To what extent are the current reporting and M&E arrangements suitable considering DFAT standards, particularly for the DFA?	<p>DFAT reporting and M&E-</p> <ul style="list-style-type: none"> There is no overarching Theory of Change (ToC) or M&E Framework for DFAT education investments. DFAT finalised a PAF in July 2017 that can track progress against 1 Objective and 2 Outcomes under that Objective. DFAT M&E and reporting is primarily reliant on DoE M&E and reporting of education outcomes. <p>Overall M&E and reporting for DoE:</p> <ul style="list-style-type: none"> Each strategy in Footpath has an accountable officer (A.O.) assigned to it. At the end of each quarter, the Strategic Plan Implementation Manager will ask each A.O. to report on progress of their strategies and, within two weeks of the end of each quarter, provide a report on progress to the Secretary. Reporting templates for Directors and Managers have been prepared and provided to these officers in June 2017. The critical factor in the M&E program is timeliness. Any financial data required for the templates will be provided by the Finance Manager and other statistical data will be provided by EMIS to fellow Directors and Managers in a timely manner to allow the Secretary to be fully informed at all times. Quality control is provided through the Quality Schools Standards Framework consisting of the four programs of School Governance, Positive School Environment, Effective School Management, and Quality Learning Outcomes. [Education AOP FY17-18] A Strategic Plan Implementation Manager has been appointed to oversee the Monitoring, Evaluation, and Quality Control program and to develop the capacity of the Department to develop an organisational culture that will sustain the gains expected in Footpath IV. [Education AOP FY17-18] There is a commitment to monitor and evaluate the program within a jointly determined performance assessment framework [Implementing Principles, DFA between DFAT and GoN for the Improved Education Program in Nauru, 2016-2017] DoE Strategic Plan 2017-2021 outlines the Department's 5-year plan against the 3 Objectives- Learning Program, Student Support Program and M&E and Quality Control Program. Chapter 4 details the plan and lists the various activities under the 3 Objectives. This includes a Theory of Change DoE has invested in an Education Management Information Services (EMIS) which can provide reports on: students- enrolment summary, grade and age-wise enrolments, student profiles; staff profiles; attendance for both students and teachers; exam results and literacy and numeracy benchmarking [Reports available in RON EMIS, DoE] Education Statistics Digest 2015, RoN Department of Education - In addition to national goals, the report is used by the DoE to report on regional (PEDF) and International (EFA & SDG) frameworks. Analysing and sharing education statistics about our achievements and the 	<p>DFAT don't have an overarching ToC for their education investments which can limit their ability to make evidence-based decisions, and for learning and accountability purposes. There is output tracking generally in place, EMIS established and higher level educational data being collected via EMIS. However, there is no monitoring or reporting of intermediate outcomes which is an identified gap in the M&E and reporting system. DFAT is also reliant on AOP reports from DoE to track progress against activities.</p> <p>AOP reports:</p> <ul style="list-style-type: none"> While the reports contain a lot of information, they seem disconnected and not particularly helpful in understanding results-based progress against DFAT-funded initiatives in the manner the data is presented. The 6 monthly reports could include a traffic light system for reporting progress- Green (on track, or completed), Orange (slight delays- with an explanation for delays), Red (major delays and output/outcomes will not be met with an explanation for delays). This will provide a quick visualisation of outcomes reporting The AOP report provides status updates against the 4 AOP Objectives and Strategies, but the information seems discrete and does not provide a cohesive story of performance or progress. It is challenging and time consuming to measure effectiveness of the various activities under the AOP against the 4 AOP Objectives and Strategies and less so against the NSDS KPIs and DFAT-funded initiatives. Further, the DoE Objectives from AOP FY15-16 (4 objectives) are different to the latest AOP Objectives FY17-18 (3 Objectives). However, reporting is still being done against the 4 Objectives from

	<p>challenges to attain the goals in the Nauru Education Strategic Plan will help the Education Department identify and assess options and strategies to achieve our policy goals. [Education Statistics Digest 2015, RoN Department of Education]</p> <p>DFA-</p> <ul style="list-style-type: none"> • Department of Education (DoE) send 6-monthly reports against the Annual Operating Plan (AOP) to PAD and DFAT. Directors in charge of the various sections, such as schools, curriculum, etc, send monthly reports directly to the Secretary of Education which are then shared with the Strategic Implementation Adviser. The Monthly Reports are compiled to develop the Quarterly Reports. 6-monthly reports are then developed from the Quarterly Reports and then shared with PAD and DFAT. 2 progress reports are produced yearly to describe the status of all AOP projects. [Interviewee 2, 6, 7] • AOP Reports- These reports are not tailored for DFAT-funded investments, i.e., the reports don't identify which activities/projects are funded by DFAT. [Interviewee 2, 6, 7, AOP End Year Report FY15-16 and AOP End of Year Report FY 16-17]. • EMIS- Education Management Information System is a database managed by the DoE for data collection and reporting [Interviewee 2, 3, DoE Digest]. The data is used to develop the monthly, quarterly and 6-monthly reports [Interviewee 2, 3] <p>Infrastructure- Learning Centre Stage 1 and 2</p> <ul style="list-style-type: none"> • DFAT, DoE representatives and PAD, the Program Managers - A&L and Craig Construction conducted monthly site meetings • Technical Working Group (including all the above participants except A&L) meetings were also held once a month, usually right after the site visits. Detailed meetings minutes kept, and any performance, scheduling delays or budget overruns were discussed during the meetings. Outstanding issues from previous TWG meetings are discussed and settled as appropriate. • A&L provided weekly progress reports to DFAT that include key updates on construction process, progress to program milestones, budget variations, etc. They also submit Construction Reports to DFAT. <p>Scholarships-</p> <ul style="list-style-type: none"> • DFAT manages DFAT-funded scholarships directly [Interviewee 19, 20] • Data is collected and stored in an excel spreadsheet • No M&E <p>Technical Assistance-</p> <ul style="list-style-type: none"> • Scope Global manage the PACTAM2 contract for DFAT-Nauru [interviewee 21, 25] • All Advisers submit bi-annual Adviser Progress Reports (APR), by 15 April and 15 October, each year. The APR serve as a monitoring tool for the Partner Government, DFAT, and PACTAM2 Managing Contractor [APR] 	<p>AOP FY15-16 (AOP FY16-17 was not provided to the review team). This may further complicate progress reporting and aggregating results moving forward.</p> <p>Scholarships:</p> <ul style="list-style-type: none"> • Reports can be generated with the scholarships data in the excel file. • Unable to assess whether the data is being used to develop any reporting or informing decision- making
<p>b) What would the preferred structure of the program and performance expectations look like?</p>	<p>Structure of Program</p> <p>Modalities</p> <p>1.0 DFA</p> <p>Process and timing</p> <p>It is suggested the DFA be continued however DFAT to consider two improvements associated with the process of DFA;</p> <ul style="list-style-type: none"> (i) DFA remains the same process (i.e. annually processed) with detailed performance expectation and reporting mechanisms clearly articulated (ii) Multi-year DFA with detailed performance expectations and reporting mechanisms clearly articulated. Reporting would continue to be annual and rolling annual plans should be developed with future forecasts <p>Currently, DFAs are developed annually and there has been a continual mismatch in the timing of the availability of funds and the need to commence activity at the beginning of the year school). Various government employees have noted that multi-year DFAs with funding allocated to programs under the Education AOP would be more efficient to manage [interviewee 2, 6, 7]</p> <p>This option would be similar to the current system however would require a longer term agreement, suggest 3 years. This would remain based on the Education Strategic Plan objectives and include more detailed description of activities. The DFA should contain clear guidelines for items that may not be funded by GoA funds e.g. consumables. It would need to be accompanied by detailed indicators to be reported on at a regular period as outlined in a simple results framework e.g. how many students (Include by gender) gained QCE qualification annually. (These indicators would be</p>	<p>DFAT support should have a coherent strategy to ensure that all modalities are contributing towards agreed DoE Objectives.</p> <p>As the quality of education is dependent on the quality of teachers, there is a real need to ensure that quality teachers remain teaching students in Nauru. Despite considerable investment in training teachers, there is anecdotal evidence of teachers leaving the system which is concerning.</p> <p>A sector wide approach is recommended with all stakeholders in education working together including DoE, MFAT, DFAT and others.</p> <p>DFAs need to be tailored¹²</p> <p>DFAs should also have, as part of the appendix, clear items which are not funded by the Government of Australia through the Operational Account. The appendix should not be subjective and restrictive in nature.</p> <p>Improved reporting of progress and results again the GoA funding should be provided by recipients of DFA. DoE Managers who have responsibility for activity funded by GoA need to be aware of this and their responsibilities</p>

¹² Stanton Report November 2017

SMART, Specific, Measurable, Realistic and Timebound). It is recommended that the Strategic Plan Implementation Advisor could lead this - analyzing and reporting on the data.

A strategy within the DFA to address procurement issues and management of TAs, at least an interim measure until GoN capacity improves [Interviewee 2,7,13]

Note: The multi-year option would need to include ability to re-negotiate in the case of a major shift in the Nauru context.

Interviewees commented that DFA should focus on “*Doing a few things well*” [Interviewee 1, 2, 7,13]

Focus

DFAT to provide more focused support, with DFA amendments as previously described, remaining in place. Using a more focused approach should result in a clear understanding and evidence of areas supported by GoA. There are two options for this approach:

1. Sector Focus [Interviewee 2, 8, 13]

DFAT only fund activities within a specific negotiated sector of education for e.g.

(i) Senior secondary sector, inclusive of secondary education re-entry, alternate programs and/or community based education offerings available for students over the age of 15. This area would continue the gains already made by interventions surrounding the Learning Village.

(ii) Quality early years (first three years of primary education)

It is recognized that there needs to be more focus on preventing early school failure. Support would ensure students in their first years of education receive relevant and quality teaching and learning experience laying the foundations for students be more successful learners. This area would include making the transition to formal education more seamless, applying best early years teaching & learning practices, early identification and intervention for children with special needs and learning difficulties, teacher PD in early years teaching , provision of students resources, positive student behavior integrated into teaching and learning program and infrastructure,

RoN and DFAT would need to consider the various sectors to realistically focus to achieve results while meeting priorities in the GoA’s Aid Investment Strategy. This approach would allow DFAT to better determine the combined results achieved as a result of its support to RON and would mean that all other activity within the AOP be funded by other donors and /or RoN.

2. Programmatic approach

DFAT and GoN agree on a specific area of need and the entire DFA be applied to this area with complementary support in other modalities e.g.

(i) Literacy

All activities funded by the DFA would be aimed at improving literacy. Literacy appears to be the fundamental program area requiring attention. The specific component of literacy cannot be identified in the review due to a lack of complete data, however investigation into this, inclusive of the use of mother tongue in ECE would form the basis of developing a successful literacy intervention. There is significant research which show that children learn best when the first language of instruction and examinations are in their mother tongue [UNESCO IIEP Learning Portal]

(ii) Positive Behaviour Support (anti bullying)

A focus combining improvement in student academic and behaviour outcomes, This would support schools and teachers to build an operational framework and implement explicit teaching strategies for acceptable /positive behaviour in schools. This would involve schools developing their own specific values and behaviours related to expected student behaviours and support strategies of practices that could be implemented to support student learning and social behaviour, Teachers would be given support to develop plans within their classroom with consistency and focus across the entire school.

(iii) Student repetition and re-entry strategy

As student non-attendance and dropping out is recognised as a major issue for the system this focus would include the development of a policy to address the issues of students repeating grade, a practice and inclusive approach for re-entry to school for students who have been not attended school for prolonged periods or those who have been out of school for a considerable period of time (greater than 12 months)

Note: Both sectorial and programmatic approaches should include a comprehensive M&E framework to be developed to report results on agreed indicators directly related to the focus area.

2.0 Infrastructure

- In April 2018 a feasibility study was commissioned by DoE for the construction of a new primary school for years 1 to 6 on the site of Nauru Primary (formerly known as State House Site) [Interviewee 2]
- DoE has identified the need for more primary classrooms, and EMIS data does indicate this sector is overcrowded [Interviewee 1,2]

Pupil: Teachers Ratio

	Pre School	Prep	1	2	3	4	5	6	7	8	9	10	11	12	Inclusive
Anetan Infant School	22.67	31													
Boe Infant School	20	32													
Kayser College	18.33	21.67	43.5	22	47.5	39	37	35.5	63	43					
Meneng Infant School	18.67	25													
Nauru College								28	21.56	20					
Nauru Primary School					40.8	36.17	37.6								
Nauru Secondary School											25.63	27.57	22.88	16.43	
Nibok Infant School	18.5	23.67													
Yaren Primary School			43.33	52											
Able-Disable Centre															14.67

Source: EMIS 2018. Pupil: Teacher Ratio 2017]

- The AOP 17/18 identifies various infrastructure projects in their current plan- (i) the Master Plan for the development of a primary school, and (ii) community centre (for 3-4 year old) upgrade with toilet facilities and storage. The other identified need was for extensions to the current TVET building to include a multi-purpose classroom and toilets in order to offer Certificate II and IV courses
- Maintenance of current assets is a weak area in Nauru. Infrastructure projects should include support with maintenance of assets (buildings, etc) in addition to providing funding for construction and procurement of goods and services that allow good maintenance.

3.0 Scholarship

- DFAT should endeavor to align its scholarship awards to a well-considered priority list based on the needs of Nauru or the education sector and the projected needs in the education sector.
- An option could be to have all undergraduates successfully complete the first year (or 4 units of study at the Nauru campus of USP) prior to attending a regional university [Interviewee 8]

4.0 Technical Assistance

- There is evidence to suggest the TOR for the current Strategic Plan Implementation Advisor should be modified to reflect needs,
- GoN would benefit from ongoing technical assistance from either in line/Adviser positions or short-term technical assistance e.g. in monitoring and evaluation

Note: DFAT support should have a coherent strategy to ensure that all modalities are contributing towards agreed objectives. Whichever structure DFAT chooses to take forward will need to have a clear Theory of Change and clear performance measures and reporting against these.

Further considerations

That DFAT support GoN in the following two areas

- Support for teacher quality and retention.

This area should include analysis on teachers' conditions, if and why they are leaving the school system. It should also investigate the possibility of having casual and part time teachers, analyse /review improved salary scales, increments and incentives. If this area was successful, it may result in the need for less expat teachers. This would require international TA support. [Interviewee 4,13,14, 15,16, 31]

	<p>Improving the motivation and incentives of teachers greatly improves the overall quality of teaching and the overall education system. Research suggests that students learn more in classrooms with highly dedicated and motivated teachers. Raising the motivation and status of teachers as well as retaining high-quality teachers is therefore vital to improving education. [UNESCO IIEP Learning Portal]</p> <p>(ii) There is a need for the whole of education working group to be reformed to have an improved and holistic approach to education improvement. This should be inclusive of DoE, Youth Affairs, USP and donors [Interviewees 6,7,28]</p> <p>Performance Expectations</p> <p>Once an agreed approach is decided, a series of clear performance expectations should be developed. They would be part of the subsequent M&E Framework. Recommended expectations include;</p> <ul style="list-style-type: none"> • Accurate and timely progress reporting on actual results against agreed activity • Specific indicators relevant to the chosen focus area e.g. literacy; number of teachers trained in literacy strategies, number (%) of teachers using literacy strategies daily, EGLA results, PILNA results (Pacific referenced) 	
<p>What would the recommended Theory of Change and M&E Framework include for future DFAT Education investments?</p>	<ul style="list-style-type: none"> • N/A at this time. 	
<p>Key question</p>	<p>Overall finding:</p>	
<p>6. To what extent has the investment identified opportunities to address:</p>	<p>Strength of Evidence: Moderate; Rating: Adequate, 4/6</p> <p>Gender and inclusivity are incorporated as cross-cutting issues in education programming in Nauru. In November 2017, DFAT-funded a Gender Advisor to undertake a gender audit of the application of gender policies and activities in all of DFAT's investments in Nauru. This audit found the Education investment to be the strongest in its gender considerations and application.</p> <p>The DoE is led by women- starting from senior management, the Minister, Secretary and various Department Directors, right down to school principals and teachers. Student enrolment data shows that there is improved gender parity index since 2014 with close to equal male-female total enrolment. Further, there is some evidence to suggest that numeracy and literacy outcomes for female students are higher than male students. While the number of female teachers being higher than male teachers is very consistent with other education systems, it may be having a detrimental impact on the male students who are dropping out of the system. It was noted during interviews with school administration that 'boys needed good role models and don't have that at the moment.' Our findings suggest that there needs to be better gender balance to include males into the education system in Nauru so that they are not overlooked by the system.</p> <p>There is also considerable awareness of the issue of inclusivity across the education sector, and although progress has been made in the Able Disable School, it is acknowledged that significantly more expertise and activity is required in this area to address major issues. There is limited understanding or expertise in addressing students with special needs inclusive of students having experienced trauma and those from diverse, non- English non-Nauruan speaking children in mainstream classes. There is some evidence to suggest that bullying by Nauruan children is contributing to exclusion of refugee and asylum seeker children who are experiencing difficulties in adjusting to education in Nauru.</p>	
<p>Sub-question</p>	<p>Evidence</p>	
<p>a. Gender equality</p>	<ul style="list-style-type: none"> • In November 2017, a DFAT-funded Gender Advisor reviewed the application of gender policies and benefits in all of Australia's investments in Nauru. This highlighted the education investment as the strongest performer since 2015, though also noted significant opportunities and challenges. • The DoE is overseen by women. The Secretary and all senior managers are women, as is the Minister. All of the school principals (with one recent exception) and Teachers in Charge (TICs) are also all women. Most of the educators and administrators in the DoE and schools are women. DoE should give consideration to aiming for a greater gender balance in education management. • Student enrolment data shows an improved gender parity index since 2014 with close to equal male/female total enrolment. The secondary area has improved in gender parity since 2014 [EMIS 2018] • EMIS data (2017) shows no significant gender gap on educational outcomes, though the data remains incomplete. The 2017 EMIS reports point to an expected dominance of female teachers, with all 29/29 ECCE; 32/43 Primary and 20/41 secondary teachers (81/113) being female. • There is a significantly low proportion of male teachers in Nauru. 20% of primary and 40% of secondary teachers are male. This is very consistent with many other education systems, although was noted as being an issue for Nauru as boys needed good role models [Interviewee 13,16 ,20] • More boys are dropping out of the school system because the curriculum is not relevant for them [Interviewee • Approximately 49% of enrolments across all schools are girls. EMIS data from 2016 showed general equality in the rates of male and female students, with possibly higher levels of attainment for girls in secondary school. • GoN data indicates numeracy, literacy and matriculation outcomes for female students continue to be higher than for male students. [AQC 2018] • Completion rates for Primary: 97% male, 128% female (112% total). Secondary: 68% male, 85% female (77% total) [SGD 4 in the Commonwealth, Status Update Report, 2018] <p>Note: the above completion rate data was sourced from SGD4 Report, which was informed by DoE Nauru. These rates are not consistent with the supplied EMIS data (Primary: 84.6% and Secondary: 56.10%) which is not gender disaggregated. It has not been possible to verify which data is accurate</p> <ul style="list-style-type: none"> • 91% schools maintain single sex sanitation facilities [SGD 4 in the Commonwealth, Status Update Report, 2018] • The Life Skills education and PAWS curriculum have not been implemented. The PACTAM Advisor indicated that the drafts are available, but the agreement for their roll out has still not occurred. [Gender report] • Teenage pregnancy is an issue but we have no statistics to determine the extent [Interviewee 32] 	

	<ul style="list-style-type: none"> The Strategic Plan 2017-2012 for the Department of Education and Training states: 'The government is committed also to providing improved health outcomes that lead to a longer and improved quality of life for all. DoE will support this policy by including health messages in the curriculum through the Physical Activity and Wellbeing Studies curriculum and the Family Life Education Curriculum. The Life Skills education and PAWS curriculum have not been implemented. The PACTAM Advisor indicated that the drafts are available, but the agreement for their roll out has still not occurred. [Gender Report]
b. Inclusivity	<ul style="list-style-type: none"> Approximately 43 students attend the "Able Disabled Centre" each year (doubled from 2012/13). Approximately 25% of these students are out of school age, with a significant proportion of females continuing to attend school, despite being older than the official school age. There is a significant gap in the ability to assess students with special needs. Currently the only way they can be assessed is by a pediatrician at the hospital. If students have learning difficulties the reasons are not able to be diagnosed [EMIS data 2018, Interviewee 9,17] Re- engaging students who have left (or dropped out of) school remains an issue. Pregnant girls (and their partners) don't have any avenue to return to education if they wanted to [interviewee 11,13] APTC conducted Certificate in Child Protection and UNE conducted Diploma in Welfare and Counselling for Home Affairs staff, these were very helpful [Interviewee 27] Adolescents are experiencing high social dysfunction with high rates of teenage pregnancy, student truancy and bullying in schools. [Draft Nauru Gender Country Plan] Bullying by many Nauran children is a significant and detrimental behaviour and is contributing towards exclusion. Some evidence suggested that refugee and asylum seeker children have been experiencing difficulties in adjusting to education in mainstream schools with bullying/ racism being the issue. This was said to contribute to students dropping out of school. [Interviewees 13, 15, 16, 17, 18, 32] There is no facility nor expertise for child/youth mental or occupational therapy
c. Climate change mitigation	Climate change was not a big focus for the education sector work as it was not considered specifically relevant. However, risks associated with climate change was factored into the design and construction of the Learning Village.

Annex 2 – Key Review Questions (KRQs)

Criteria	Key Review Questions
Relevance	<p>Given the objectives of DFAT and the GoN in the education sector, to what extent are existing initiatives relevant?</p> <ul style="list-style-type: none"> • To what extent does Australia's current investments support GoN's objectives in education? • Are the current DFA aims aligned to GON's education goals? • Are current DFA initiatives aligned to DFA aims? • How is investing in Nauru's education sector in alignment with Australia's national interest? • Which areas of the education sector (primary, secondary, TVET, etc) would be most strategic for DFAT to support, and why? This includes existing or potentially new areas. <p>To what extent is DFA the most appropriate modality for achieving the educational outcomes identified by GoN in their strategy?</p> <ul style="list-style-type: none"> • What would be the likely impact on the GoN's education sector strategy if Australia did not provide DFA? • Considering alternative modalities, is DFA the most appropriate modality to achieve the desired educational outcomes? Describe the major strengths and weaknesses of the alternatives.
Effectiveness	<p>To what extent has the DoE been effective in implementing the Education Sector Strategy with the support received from DFAT?</p> <p>To what extent has DoE achieved its desired outcomes?</p> <ul style="list-style-type: none"> • To what extent have DFAT interventions and support strengthened the education sector in Nauru? • To what extent has technical assistance strengthened education systems? • To what extent has the scholarships program contributed to higher level education outcomes? • To what extent has the Learning Village been effective? • To what extent have Life Skills Education and learning on sexual and reproductive health been enhanced?
Efficiency	<p>To what extent have DFAT support (TA, DFA, infrastructure and scholarships) led to increased service delivery/outcomes for DoE?</p> <ul style="list-style-type: none"> • To what extent were activities completed on time and within budget? • To what extent have Australia's contribution leveraged partner systems and other donor funding?
Monitoring and Evaluation	<p>To what extent has the M&E system been effective in monitoring and reporting progress during this period?</p> <ul style="list-style-type: none"> • To what extent are the current reporting and M&E arrangements suitable considering DFAT standards, particularly for the DFA? • What would the preferred structure of the program and performance expectations look like? • What would the recommended Theory of Change and M&E Framework include for future DFAT Education investments?
Cross-cutting	<p>To what extent has the investment identified opportunities to address</p> <ul style="list-style-type: none"> • Gender equality • Inclusivity • Climate change mitigation

Annex 3– List of People Interviewed

	Interviewee	Role/Organisation
1	Alamanda Lauti	University of South Pacific (USP)
2	Alina Amwano	Home Affairs / Women's Affairs – Gender Focal person
3	Aloysius Amwano	AHC (Education & Scholarships)
4	Angus Hinton	Second Secretary, AHC
5	Branessa Tsiode	PAD – Social sector planner
6	Camilla Solomon	Asian Development Bank
7	Hon Charmaine Scotty (MP)	Minister for Education
8	Crystal Finch	Home Affairs (Family & Children Services-Youth Affairs)
9	Cynthia Dekarube	Home Affairs (Safe House)
10	Darrina Kun	NSS Principal
11	Duncan Mcleod	Home Affairs (GoA)
12	Emaline Caleb	Teacher in Charge (Able Disable Centre)
13	Faye Itaia	DoE Director of Schools
14	Floria Detabene	TVET Director
15	George Plant	Treasury PACTAM2- Advisor
16	Henry Cocker	PAD / Deputy Secretary
17	John Dobell-Brown	ABF (GoA)
18	Kashif Saeed	EMIS TA
19	Lauren Richardson	ABF (GoA)
20	Lucette Aliklik	AHC Scholarships
21	Dr Maria Gaiyabu	DoE, Secretary
22	Marie Agigo	Home Affairs Tourism
23	Melisa Ika	DoE Director of CASE
24	Miriam Deidenang	Deputy Principal Nauru College
25	Nicci Simmonds	New Zealand High Commissioner
26	Phillipe Bergeron	ADB
27	Purcella Engar	DoE EMIS Manager
28	Richard Lewis	NSS Deputy Principal
29	Sereana Tagivakatini	DoE PACTAM2, Advisor
30	Suzette Mitchell	DFAT Gender Advisor
31	Tara Detogia	Home Affairs Director
32	Vani Uepi	Yaren Primary School Principal

Annex 4: Draft Interview Guide

Interviews are envisioned to be exploratory, covering a number of KRQ sub-questions. All interviews will be semi-structured.

5.1.1.1 Background

The purpose of the interview is to ask you to draw on your experience and perspectives about DFAT's support to the education program in Nauru. The information you provide will be used to develop a report providing DFAT with a broader understanding of the education sector, appropriateness of its existing assistance and future strategic direction for the education portfolio. This report will be shared with the Australian Department of Foreign Affairs and Trade.

While you will not be identified by name in the report, identification may be possible by reason of the small number of interviewees we will be contacting. If there are any comments you would not like to be associated with please let me know so that I can ensure confidentiality. Is it okay if I record the interview? This interview is expected to take about 60 minutes. Are you happy to proceed?

5.1.1.2 Contact Details

Name of interviewee	
Name of organization	
Date	

5.1.1.3 Introduction

1. Please tell me about your position and involvement in the education sector in Nauru, including:
 - your current position
 - the length of your term
 - other organisation(s) you have worked for related to education
2. To your knowledge, what developments/changes have occurred in the education sector in Nauru since 2014 up until now?
3. Why are these developments /changes important to education in Nauru?
4. What do you see as the key gender issues in education, and how do you see these as being addressed most effectively?
5. Are you aware of what support DFAT provided to influence these changes? What were these?
6. Should DFAT continue to support these activities? Why?
7. Should DFAT not continue to support any activities? Why?
8. Should DFAT support other alternative activities in education? What might be more effective activities DFAT might support? Why?
9. Are you aware of the assistance provided under the DFA?
 - o If DFAT didn't provide assistance through DFA/budget support, what would've been the impact for GoN (in terms of funding and outcomes)?
10. What contribution to Nauru's educational goals have TA, scholarships and education infrastructure (Learning Village, able disable centre) been in achieving?
 - o What aspects of the above have been unhelpful?
 - o How has this impacted on gender equality?
11. How efficiently has DFAT support been used by GoN? What activities/services/operations costs have been funded with DFAT funding?
12. Have activities been completed on time and within budget?
13. To what extent have the quality and number of teaching staff increased since 2014? (include sex disaggregated data)
14. To what extent has student attendance and engagement at school changed since 2014? (include sex disaggregated data)
15. To what extent have educational attainment of primary and secondary students changed since 2014? (include sex disaggregated data)
16. To what extent are Nauruan students undertaking tertiary or TVET courses since 2014? (include sex disaggregated data)
17. In the education sector in Nauru, what do you think DFAT support should focus on in the future? Why?
18. Finally, are there any other closing comments you would like to make?

Annex 5: Strength of Evidence Rubric

Evidence	Definition
Weak	Includes non-validated assertions, personal opinions and anecdotes. Weak evidence is not sufficient to rate an investment criterion satisfactory.
Moderate	Evidence derived from a more limited range of sources such as implementing agency reports, records of monitoring visits or records of discussions with partners and other stakeholders.
Strong	Evidence derived from multiple reliable sources independent reviews/evaluations, quality assured monitoring data, implementing agency reports validated by monitoring trips, and independent research conducted in the sector.

Annex 6: KRQs and Performance Rubric

KRQ	Sub-question	Methods	Data sources	Performance Rubric
Relevance- 1. Given the objectives of DFAT and the GoN in the education sector, to what extent are existing initiatives relevant? 2. To what extent is DFA the most appropriate modality for achieving the educational outcomes identified by GoN in their strategy?	1.1 To what extent does Australia's current investments support GoN's objectives in education?	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	<p>Good, Very Good (rating: 5-6)- The investment is highly relevant to Australia's national interests, to the development context and Nauru's priorities.</p> <ul style="list-style-type: none"> The investment's outcomes are closely aligned with the objectives of the Nauru Aid Investment Plan and/or the NSDS. The investment has demonstrated a high degree of flexibility in adapting to any changes in the development context in Nauru, Australian Government or partner priorities. <p>Adequate (rating: 4)- The investment is largely relevant to Australia's national interests, to the development context and partner priorities and does not fail in any major area.</p> <ul style="list-style-type: none"> The investment's outcomes are generally aligned with the objectives of the Nauru Aid Investment Plan and/or the NSDS. The modality is generally appropriate to achieve the investment's outcomes and does not fail in any major area but alternatives may be worth considering in any future such investments. The investment has demonstrated satisfactory flexibility in adapting to any changes in the development context in Nauru, Australian Government or partner priorities. <p>Less than Adequate (rating: 3)- The investment is poorly aligned with Australia's national interests, and/or the development context and partner priorities.</p> <ul style="list-style-type: none"> The investment's outcomes are not aligned with the objectives of the Nauru AIP and/or the NSDS in at least one major area. The modality is not appropriate to achieve the investment's outcomes in this context or fails in at least one major area. The investment has not shown adequate flexibility to adapt to changes in the development context in Nauru, Australian Government or partner priorities. <p>Poor, Very Poor (rating: 1-2)- The investment is not aligned with Australia's national interests, and/or not relevant to the development context and partner priorities.</p> <ul style="list-style-type: none"> The investment's outcomes are not aligned with the objectives of the Nauru AIP and/or the NSDS in several/all major areas. The modality is not appropriate to achieve the investment's outcomes or
	1.2 How is investing in Nauru's education sector in alignment with Australia's national interest?	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	
	1.3 Which areas of the education sector (technical, operational, other) would be most strategic for DFAT to support, and why? This includes existing or potentially new areas.	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	
	2.1 What alternative modalities exist for supporting the GoN's education sector?	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	
	2.2 What would be the likely impact on the GoN's education sector strategy if Australia did not provide DFAT	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	
	2.3 Considering alternative modalities, is DFA the most appropriate modality to achieve the desired educational outcomes? Describe the major strength and weaknesses of the alternatives.	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	

				<p>fails in several/all major areas.</p> <ul style="list-style-type: none"> The investment is not able to adapt in response to changes in development context in Nauru, Australian Government or partner priorities.
<p>Effectiveness-</p> <p>To what extent has the DoE been effective in implementing the Education Sector Strategy with the support received from DFAT?</p>	To what extent has DFA strengthened the education sector in Nauru?	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	Good, Very Good (rating: 5-6)- The investment has fully achieved the outputs and targets expected at this point in time and is on track to achieve the expected final outcomes.
	To what extent has technical assistance strengthened education systems?	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	Adequate (rating: 4)- The investment has achieved the major outputs and targets expected at this point in time and is largely on track to achieve the expected final outcomes.
	To what extent has the scholarships program contributed to higher level education outcomes?	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	Less than Adequate (rating: 3)- The investment has not sufficiently achieved the outputs and targets expected at this point in time and is not on track to achieve the expected final outcomes.
	To what extent has the Learning Village been effective?	Key Informant Interview	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	Poor, Very Poor (rating: 1-2)- The investment has not achieved the outputs and targets expected at this point in time and it will not achieve the expected final outcomes.
	To what extent have Life Skills Education and learning on sexual and reproductive health been enhanced?	Key informant interviews	AQC 2015-17, Nauru Education Sector Review 2014,	
<p>Efficiency-</p> <p>To what extent has DFAT support (TA, DFA, infrastructure and scholarships) led to increased service delivery/outcomes for DoE?</p>	To what extent were activities completed on time and within budget?	Desktop review and key informant interviews	AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	<p>Good, Very Good (rating: 5-6)- The investment maximises outcomes from available time and resources.</p> <ul style="list-style-type: none"> The investment is within budget and funds are being expended as planned. The investment is well harmonised with the work of other donors and closely aligned with partner government systems.
	To what extent have Australia's contribution leveraged partner systems and other donor funding?		AIP, APPR, AQC 2015-17, Nauru Education Sector Review 2014, Education AOP FY15-16; key informants	<p>Adequate (rating: 4)- The investment generally makes appropriate use of time and resources in all major areas.</p> <ul style="list-style-type: none"> The investment has deviated from either the budget, planned expenditure or timelines but this is within tolerance limits. The investment is generally harmonised with other donors and aligned with partner government systems; any deficiencies are not in a major area. <p>Less than Adequate (rating: 3)- The investment is not making appropriate use of time and resources in at least one major area.</p> <ul style="list-style-type: none"> The investment has deviated from the budget, planned expenditure or timelines and this is beyond tolerance limits. Harmonisation with other donors and alignment with partner government systems is weak and creating some notable inefficiencies. <p>Poor, Very Poor (rating: 1-2)- The investment is not making</p>

				<p>appropriate use of time and resources in several/all major areas.</p> <ul style="list-style-type: none"> • The investment has deviated significantly from the budget, planned expenditure or timelines and this is well beyond tolerance limits. • The investment is poorly harmonised/aligned with donors and partner government systems and creating some major inefficiencies.
<p>Monitoring and Evaluation-</p> <p>What would the preferred structure of the program, performance expectations and monitoring and evaluation look like?</p>	<p>To what extent are the current reporting and M&E arrangements suitable considering DFAT standards, particularly for the DFA?</p>	<p>Education Review Report, Desktop review and key informant interviews</p>		<p>Good, Very Good (rating: 5-6) Adequate (rating: 4) Less than Adequate (rating: 3) Poor, Very Poor (rating: 1-2)</p>
	<p>What would the recommended Theory of Change and M&E Framework include for future DFAT Education investments?</p>	<p>Education Review Report, Desktop review and key informant interviews</p>		
<p>Cross-cutting</p>	<p>To what extent have there been changes in;</p> <ul style="list-style-type: none"> • Gender equity • Inclusion • Climate change 	<p>Desktop review and key informant interviews</p>		<p>Good, Very Good (rating: 5-6) Adequate (rating: 4) Less than Adequate (rating: 3)</p> <p>Poor, Very Poor (rating: 1-2)</p>