



GOVERNMENT OF TONGA

Ministry of Education and Training

Partnership Compact

2024-2028

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Acronyms and abbreviations

CAD	Curriculum and Assessment Division
CPD	Continuing professional development
EAU	Examinations and Assessment Unit
ECE	Early childhood education
EDID	Education Data Intelligence Division
EFA	Enabling factors analysis
EMIS	Education Management Information System
ESA	Education Sector Analysis
GPE	Global Partnership for Education
JSR	Joint Sector Review
LEG	Local Education Group
LTD	Learning and Teaching Division
MET	Ministry of Education and Training
MICS-EAGLE	Multiple Indicator Cluster Survey Education Analysis for Global Learning and Equity
PILNA	Pacific Islands Literacy and Numeracy Assessment
PMCD	Project Management and Coordination Division
PPRD	Policy, Planning and Research Division
PTA	Parent teacher association
QAD	Quality Assurance Division
SCG	System Capacity Grant
SDG	Sustainable Development Goal
SMT	Senior Management Team
STAT	Standardized Tests of Achievement for Tonga
STG	System Transformation Grant
TNU	Tonga National University
TSDF	Tonga Strategic Development Framework
USP	University of the South Pacific
WaSH	Water, sanitation, and hygiene

1.0 Introduction

The Ministry of Education and Training (MET) has consulted and agreed with its development partners and non-government education systems on a priority reform to address two persistent problems in the education sector:

- Low reading scores in primary school; and
- Low mathematics pass rates in secondary school.

Guided by a Task Team of local experts, the MET has written a Partnership Compact which explains the rationale behind this priority reform and describes the interventions from the Corporate Plan required to improve learning outcomes, especially for boys, children with disabilities, and boys and girls from poor households. The Partnership Compact describes how progress will be measured, and how government, donor and partner resources will be aligned and coordinated.

1.1 Policy framework

The priority reform is aligned with the current Corporate Plan 2023/24-2025/26 and will work towards the Tonga Strategic Development Framework II (TSDF) Outcome 2.4 to *improve education and training which encourages lifelong learning of both academic and vocational knowledge by all people, so better equipping us to make active use of the opportunities in the community, the domestic economy and overseas*. Reading and mathematics are foundational skills which are essential for future learning and life.

Internationally, the priority reform aligns with the Sustainable Development Goal (SDG) target 4.1.1: *Proportion of children and young people (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics*. The priority reform activities also contribute to SDG 4.4.2 (pre-primary access) and 4.5.1 (eliminate gender disparities) as these are critical areas for improving learning outcomes throughout the education system.

1.2 Evidence

The priority reform is informed by the latest evidence, including:

- 2023 Education Sector Analysis (ESA);
- 2023 Joint Sector Review (JSR);
- 2023 Enabling Factors Analysis (EFA);
- 2019 Multiple Indicator Cluster Survey (MICS)
- 2022 MICS-Education Analysis for Global Learning and Equity (EAGLE);
- 2021 Pacific Islands Literacy and Numeracy Assessment (PILNA);
- National examination data; and the
- Education Management and Information System (EMIS).

1.3 Dialogue

The Partnership Compact was developed by a Task Team led by the MET which included representatives from donors, academia, and non-government education systems. The Compact was reviewed and endorsed by the Local Education Group (LEG) and approved by the government. The development of the Compact was funded by the Global Partnership for Education (GPE) and supported by Save the Children Australia. The persons and organizations consulted are listed in the Annex.

2.0 Priority reform

2.1 Description

Goal

Improve literacy in ECE and primary schools and numeracy in secondary schools, with a focus on male students, boys and girls from poorer households and children with disabilities.

The **long-term outcomes** are:

Outcome 1: Increase proportion of students meeting reading benchmarks in Year 4 and 6.

Outcome 2: Improve pass rate for mathematics in the national examinations.

The **intermediate outcomes** are:

1.1 Increase proportion of children enrolled in ECE.

1.2 Improve skills and content knowledge of ECE and primary teachers to teach reading and support all students.

1.3 Increase access to inclusive curriculum materials for teaching reading in Tongan.

2.1 Improved equitable enrollment of male and female students in Form 1 and 2.

2.2 Improve skills and content knowledge of secondary school teachers to teach mathematics.

2.3 Increase access to curriculum materials for teaching mathematics.

The high priority **enabling factors** to achieve these outcomes are:

3.1 Increase the equity, efficient and volume of financing for ECE, Primary and Middle School.

3.2 Improve the use of data and evidence to guide schools and policy makers.

3.3 Develop and update plans and policies for equity, inclusion, and learning.

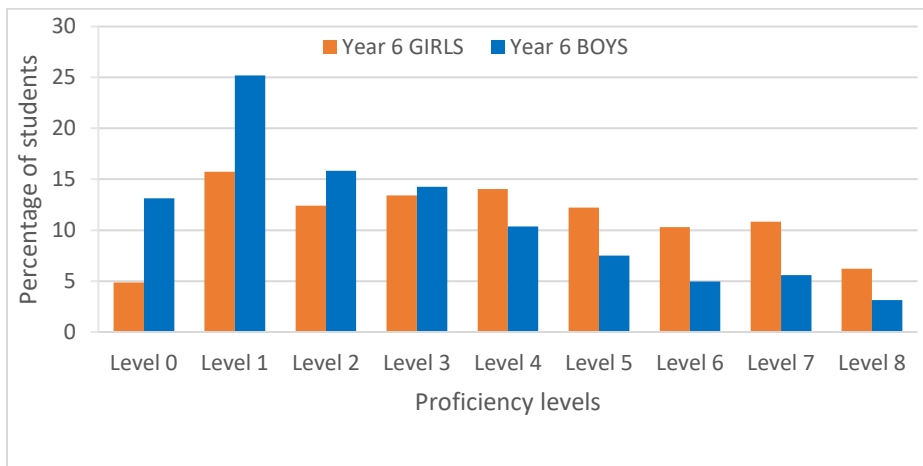
2.2 Rationale

The ESA identified issues with reading outcomes in primary grades and mathematics results in secondary school, especially for male students, some female students, and students from poorer households.

Poor reading outcomes

The MICS-EAGLE found challenges in both foundational reading and mathematics skills for children aged 7-14 years. PILNA 2021 also found that only 47% and 30% of Year 4 and 6 students met the minimum reading proficiency standard (less than proportion who achieved the minimum standard in PILNA 2015 and 2018) and that boys performed far worse than female students (38% of male students met the Year 4 standard compared with 56% of girls).

Figure 1 Year 6 reading proficiency by PILNA level

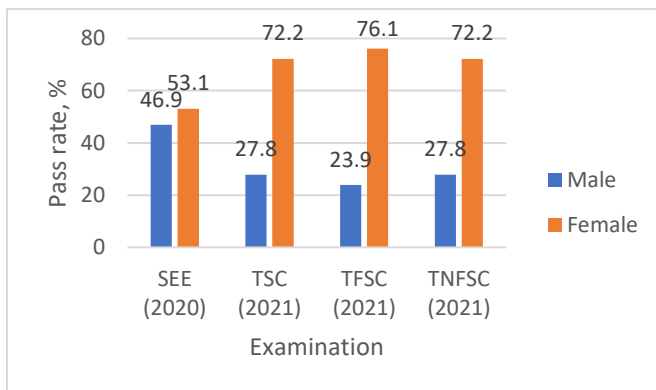


Source: PILNA, 2021

Poor mathematics outcomes

Secondary examination pass rates for mathematics are consistently lower than achieved in the English or Tongan examinations. Just 16.9% of students passed in mathematics in the Tonga National Form Seven Certificate in 2021. Pass rates for male students were a third that of female students.

Figure 2 Pass rates by examination

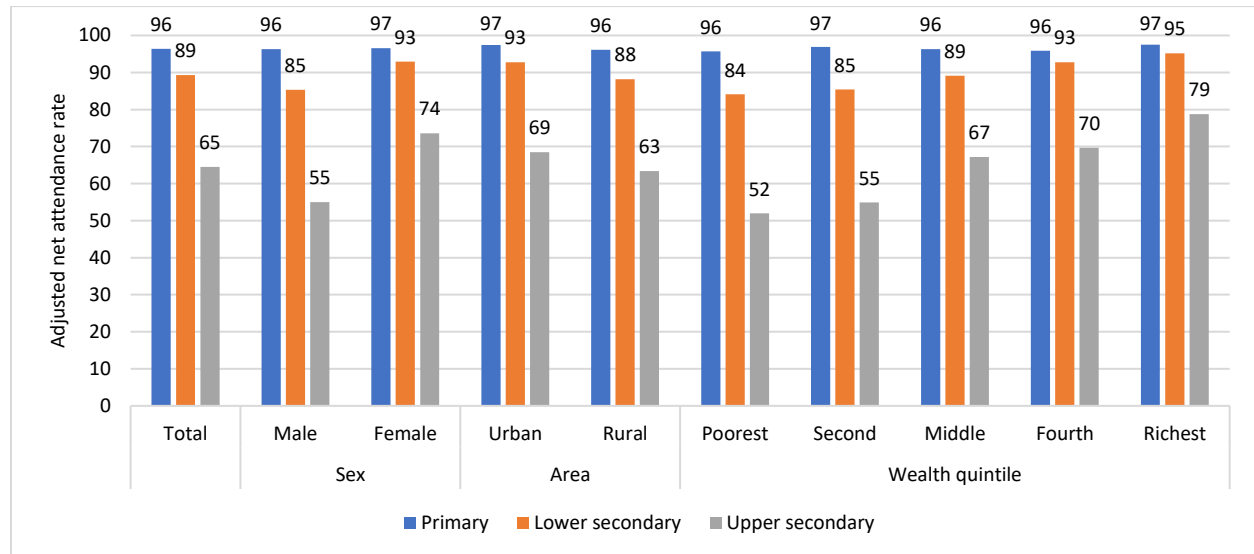


Source: Examinations and Assessment Unit, 2021

Gender gaps in enrolment

Data from the MICS-EAGLE showed that girls were more likely to access ECE than boys, providing a better foundation for future learning. In later grades, male students are increasingly likely to drop out of education, and boys from the poorest wealth quintile families had the lowest net attendance rates. Data from EMIS shows the gender parity index reaching 2.18 by secondary Form 7: large numbers of male students are not attending post-primary education. MICS-EAGLE also found that girls are three times more at risk of early marriage than boys.

Figure 3 Adjusted net attendance rate



Source: MICS, 2019.

Root causes

The ESA identified the following **root causes** behind these problems:

- Cultural and socio-economic barriers preventing boys and young men learning or completing school.
- Economic barriers to children from poorer households enrolling, completing school, and learning at home.

Barriers

Through dialogue and analysis of the data, the government and partners identified the following **barriers** to improving learning outcomes from the recent ESA:

- Gaps in teachers' skills and content knowledge for foundational learning for both genders and support children with functional difficulties.
- Lack of qualified ECE teachers with only 54.5% with the minimum qualification in 2022.
- Limited provision of quality programs for the professional development, observation, and coaching of teachers.
- Insufficient access to reading books and other curriculum materials.

- In ECE, a lack of toys, play areas and outdoor playgrounds to stimulate play-based teaching and learning practices for younger children.
- Lack of programs to promote inclusive education and equitable access to education.
- Limited access to early intervention and reading recovery programs.
- Culture around reading and home learning, and different social expectations of male and female students.
- Lack of counselling and support programs, especially for male students at risk of dropping out.
- Early marriage.

The Task Team also identified three high priority enabling factors which were preventing improvements in learning and equity:

- No increase in the value of operational grants to primary and secondary schools.
- Lack of gender-responsive planning to invest in quality improvements for boys and girls from disadvantaged areas.
- Gaps in data on enrolment and learning due to a lack of updated standards frameworks, frequent monitoring, and regular national learning and school readiness assessments.

These enabling factors are discussed in detail in chapter three.

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2.3 Theory of change

Figure 4 Priority reform theory of change

TSDF SDG	TSDF 2.4.3 SDG 4.2.2	TSDF 2.4.4 & 2.4.7 SDG 4.c.1	TSDF 2.4.5 SDG 4.1.1	SDG 1.a.2	TSDF 2.4.3	TSDF 2.4.4 & 2.4.7 SDG 4.c.1	TSDF 2.4.5 SDG 4.1.1
Corporate Plan KPI	Net enrolment rate (ECE) 50% Gross enrolment rate (ECE) 50%	Student-qualified teacher ratio (ECE) 20 % of qualified teachers (ECE) 65%	Primary learning outcomes (Year 6 reading) 65%	Proportion of expenditure (excluding debt service) 16%	Net enrolment rate (sec) 90% Gross enrolment rate (sec) 95%	Student-qualified teacher ratio (sec) 30 % of qualified teachers 95%	Examination pass rate (Form 6 mathematics) 30%
Priority reform goal	Improve literacy in ECE and primary schools and numeracy in secondary schools, with a focus on male students, boys and girls from poorer households and children with disabilities.						
Long-term outcomes	1. Increase proportion of students meeting reading benchmarks in Year 4 and 6.			Enabling factors	2. Improve pass rate for mathematics in the national examinations.		
Intermediate outcomes	1.1 Increase proportion of children enrolled in ECE.	1.2 Improve skills and content knowledge of ECE and primary teachers to teach reading and support all students.	1.3 Increase access to inclusive curriculum materials for teaching reading in Tongan.	3.1 Domestic financing 3.2 Data and evidence 3.3 Gender-responsive planning and policy.	2.1 Increase proportion of students enrolled in Form 1 and 2.	2.2 Improve skills and content knowledge of secondary school teachers to teach mathematics.	2.3 Increase access to curriculum materials for teaching mathematics.
Activities	1.1.5 Conduct awareness campaign on benefits of ECE.	1.2.5 Strengthen principal and teacher standards, lesson observations, coaching and inspection for reading and inclusive education.	1.3.5 Develop and distribute reading recovery and home reading materials.	3.3.2 Strengthen planning and monitoring.	2.1.7 Distribute scholarships and grants to improve enrolment.	2.2.6 Review teacher training programs for mathematics teachers.	2.3.5 Provide more access to online mathematics resources.
	1.1.4 Support (and collect data from) non-formal ECE programs.	1.2.4 Create and implement a reading and IE professional development program for ECE and primary teachers.	1.3.4 Produce and distribute inclusive education support materials (e.g., identification).	3.3.1 Develop and update gender, inclusion and learning policies.	2.1.6 Increase availability of extracurricular activities.	2.2.5 Develop in-service program to equip teachers to support male students.	2.3.4 Write and distribute mathematics textbooks that are inclusive and culturally relevant for all Tongan students.
	1.1.3 Transfer ECE grants and assistance programs.	1.2.3 Exchange reading and IE best practices in Tonga and regionally.	1.3.3 Produce and distribute Tongan reading books, textbooks, classroom libraries and lesson plans in accessible, digital and physical formats.	3.2.3 Strengthen school-based and national assessment.	2.1.5 Increase the number of qualified male teachers.	2.2.4 Implement a maths professional development program and network for secondary school principals and teachers, including lesson observations.	2.3.3 Empower school leaders to lead mathematical learning effectively.
	1.1.2 Expand access to special and inclusive education.	1.2.2 Establish and support a reading and IE professional development team, which includes TNU and USP.	1.3.2 Increase time for reading in Tongan/English.	3.2.2 Increase capacity of EMIS Unit and EAU.	2.1.4 Strengthen PTAs and collaborate with churches and communities to support parents to be more involved in children's attendance and learning.	2.2.3 Analyse gaps in maths teaching and student learning.	2.3.2 Increase the time allocation for mathematics.
	1.1.1 Open more ECE classes and build playground and WaSH facilities.	1.2.1 Offer scholarships to increase supply of qualified ECE teachers.	1.3.1 Review and update Tongan and English syllabuses and aligned materials.	3.2.1 Operationalise new Open EMIS system.	2.1.3 Produce and distribute knowledge sharing materials for parents and communities.	2.2.2 Increase scholarships for new mathematics teachers.	2.3.1 Review and update mathematics curriculum and aligned resources.
Bottlenecks	1.1.1 Open more ECE classes and build playground and WaSH facilities.	1.2.1 Offer scholarships to increase supply of qualified ECE teachers.	1.3.1 Review and update Tongan and English syllabuses and aligned materials.	3.1.1 Update grants formula.	2.1.1 Increase the number of middle schools.	2.2.1 Create more specialist mathematics teaching positions.	2.3.1 Review and update mathematics curriculum and aligned resources.
	Children from poorer households are not ready for school.	Gaps in teachers' skills and content knowledge on reading and inclusive education. Only 54.5% ECE teachers qualified.	Lack of reading books and curriculum materials. No reading recovery program.	Insufficient domestic financing of reading and mathematics. Grants not linked to equity or inflation. Data not used by schools or MET to improve learning and equity.	High dropout rates for boys, boys and girls from poor households, and children with disabilities. Limited support and recovery programs.	Gaps in teachers' skills and knowledge. Lack of CPD programs for mathematics.	Insufficient textbooks, teacher guides, and digital materials for mathematics.
	Poor households less likely to send their children to formal ECE. Lack of reading materials in poorer households.	Insufficient domestic financing for CPD in literacy and inclusion. No national literacy or inclusive education program. Few ECE teachers being qualified.	Insufficient domestic financing for curriculum materials. Primary grant has not increased in line with inflation. No national reading program.	Heavy reliance on donor funding. Limited domestic budget for education. Outdated EMIS system. No primary learning assessment apart from PILNA	Socio-economic and cultural pressures for boys and young men to leave school. Lack of access to Middle School and Secondary places.	Lack of specialist mathematics teachers. Complex mathematical concepts. Lack of knowledge of gaps in mathematical learning. Salary gap between public and non-government schools.	Lack of investment in mathematics. Middle School and Secondary grant has not increased with inflation.
Root causes	Poor households less likely to send their children to formal ECE. Lack of reading materials in poorer households.	Insufficient domestic financing for CPD in literacy and inclusion. No national literacy or inclusive education program. Few ECE teachers being qualified.	Insufficient domestic financing for curriculum materials. Primary grant has not increased in line with inflation. No national reading program.	Heavy reliance on donor funding. Limited domestic budget for education. Outdated EMIS system. No primary learning assessment apart from PILNA	Socio-economic and cultural pressures for boys and young men to leave school. Lack of access to Middle School and Secondary places.	Lack of specialist mathematics teachers. Complex mathematical concepts. Lack of knowledge of gaps in mathematical learning. Salary gap between public and non-government schools.	Lack of investment in mathematics. Middle School and Secondary grant has not increased with inflation.

2.4 Activities

The government and partners have selected the following interventions and policy actions from the Corporate Plan and projects.

Table 1 Activities

Barrier	Activity	Division	CP activity	Funding
Children from poor households are not ready for school.	1.1.1 Open more ECE classes and build playgrounds and water, sanitation, and hygiene (WaSH) facilities.	ECE Unit Learning & Teaching Primary Division	16.3.01.2.1 16.3.01.2.2	Funded MET
	1.1.2 Expand access to special and inclusive education. ¹	Inclusive Education Unit	16.3.01.3.2 16.3.01.3.4	Funded MET, UNICEF, MFAT
	1.1.3 Transfer ECE grants and assistance programs.	ECE Unit	16.3.01.2.4	Funded MET
	1.1.4 Support (and collect data from) non-formal ECE programs. ²	Education Data Intelligence Division (EDID)	16.3.03.2.4.4	Unfunded
	1.1.5 Conduct awareness campaign on benefits of ECE.	ECE Unit Inclusive Education Unit	16.3.01.3.3	World Bank
Gaps in ECE and primary teachers' skills and content knowledge on reading and inclusive education.	1.2.1 Offer scholarships to increase supply of qualified ECE teachers.	Finance	16.1.05.5.7	Funded MET
	1.2.2 Establish and support a reading and inclusive education professional development team, which includes Tonga National University (TNU) and University of the South Pacific (USP).	LTD Primary	16.3.01.1.5 16.3.01.3.6	Unfunded
	1.2.3 Exchange reading and inclusive education best practices in Tonga and regionally.	LTD Primary	-	Unfunded
	1.2.4 Create and implement a reading and inclusive education professional development program for ECE and	LTD Primary TNU USP	16.3.01.1.5 16.3.01.3.6	Partly funded MFAT

¹ Expanding inclusive education services in mainstream schools and increasing the number of special education classes.

² Enrolment in unregistered private day cares is currently not captured in the annual school census.

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Barrier	Activity	Division	CP activity	Funding
	primary teachers, including updating teacher training curriculum at USP and TNU.	Quality Assurance Division (QAD)		UNICEF
	1.2.5 Strengthen principal and teacher standards, lesson observations, coaching and inspection for reading and inclusive education.	QAD	16.2.02.2.5	Unfunded
Lack of reading books and curriculum materials on reading and inclusive education. No reading recovery program.	1.3.1 Review and update Tongan and English syllabuses and aligned materials.	Curriculum & Assessment Division (CAD)	16.2.03.1.1	Funded MET & World Bank UNICEF (ECE)
	1.3.2 Increase time for reading in Tongan/English.	CAD	16.2.03.1.1	Unfunded
	1.3.3 Produce and distribute Tongan reading books, textbooks, classroom libraries and lesson plans in accessible, digital, and physical formats.	CAD LTD Primary	16.2.03.3.2 16.3.01.1.7	Partly funded
	1.3.4 Produce and distribute inclusive education support materials (e.g., identification).	Inclusive Education Unit	16.3.01.3.5	Partly funded UNICEF (ECE)
	1.3.5 Develop and distribute reading recovery and home reading materials.	LTD Primary CAD	16.3.01.1.9	Unfunded
High drop out rates for boys, children from poor families, and children with disabilities. Limited support and recovery programs.	2.1.1 Increase the number of middle schools.	LTD Primary	16.3.01.1.3	Partly funded MET
	2.1.2 Increase the number of trained school counsellors.	EDID	16.3.03.2.2	Partly funded UNICEF
	2.1.3 Produce and distribute knowledge sharing materials for school chairpersons, parents, and communities for use in parent teacher associations (PTAs), social media, churches, <i>fono</i> and community meetings.	CAD EDID	-	Unfunded
	2.1.4 Strengthen PTAs and collaborate with churches and communities to	EDID	-	Unfunded

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Barrier	Activity	Division	CP activity	Funding
	support parents to be more involved in children's attendance and learning.			
	2.1.5 Increase the number of qualified male teachers.	LTD Primary LTD Secondary Scholarship Unit	16.3.01.1.2 16.3.02.5.4 16.1.05.5.7	Funded MET
	2.1.6 Increase availability of extracurricular activities (e.g., sports).	LTD Secondary	16.3.02.7.1	Unfunded
	2.1.7 Distribute scholarships and grants to improve enrolment.	LTD Secondary	16.3.02.4.3	Partly funded World Bank
Gaps in Middle and Secondary teachers' mathematics skills and knowledge. No CPD program for mathematics.	2.2.1 Create more specialist mathematics teaching positions.	LTD Secondary	16.3.02.5.4	Funded MET
	2.2.2 Increase the number of scholarships for new mathematics teachers.	Finance Division	16.1.05.5.7	Funded MET
	2.2.3 Analyse gaps in maths teaching and student learning.	LTD Secondary	-	Funded World Bank
	2.2.4 Implement a maths professional development program and network for secondary school principals and teachers, including lesson observations.	LTD Secondary	16.3.02.5.1 16.3.02.5.3	Unfunded
	2.2.5 Develop in-service program to equip teachers to support male students.	LTD Secondary EDID	16.3.02.5.1 16.3.02.4.2	Unfunded
	2.2.6 Review teacher training programs for mathematics teachers.	TNU USP	-	Unfunded
Insufficient mathematics textbooks, teacher guides and digital resources. No mathematics recovery program.	2.3.1 Review and update mathematics curriculum and aligned resources (e.g., lesson plans and assessment tasks).	CAD	16.2.03.1.1	Funded World Bank
	2.3.2 Increase the time allocation for mathematics.	CAD	16.2.03.1.1	Funded MET
	2.3.3 Empower school leaders to lead mathematical learning effectively.	QAD LTD Secondary	16.2.02.2.4	Unfunded

Barrier	Activity	Division	CP activity	Funding
	2.3.4 Write and distribute mathematics textbooks that are inclusive and culturally relevant for all Tongan students.	CAD	16.2.03.1.1	Unfunded
	2.3.5 Provide more access to online mathematics resources.	LTD Secondary	16.3.02.5.3	Unfunded
Insufficient, inequitable, and inefficient domestic financing.	3.1.1 Update grants formula and amount based on study of impact and need.	Finance Division	16.1.05.4	Funded MET
	3.1.2 Prioritize funding for reading and maths programs.	Finance Division	16.1.05.1	Funded MET
	3.1.3 Increase retirement age for teachers from 60 to 65.	Human Resource Management Division	16.1.04.1	Unfunded
Data not used by schools or education leaders to improve learning and decision-making.	3.2.1 Operationalise new Open EMIS system.	EDID	16.3.02.4	Funded World Bank
	3.2.2 Increase capacity of EMIS Unit and Examinations and Assessment Unit (EAU).	EDID CAD (EAU)	16.3.02.6 16.2.01.1.3	Partly funded World Bank & MET
	3.2.3 Strengthen school-based and national assessment ³ & analysis of results to inform school management and teaching.	CAD (EAU)	16.2.01.1.1	Unfunded
Lack of gender-responsive planning to invest in quality improvements for boys and girls from disadvantaged areas.	3.3.1 Develop and update policies for inclusion, equity, and learning.	Policy, Planning and Research Division (PPRD) LTD Primary & Secondary	16.1.07.1.2 16.3.01.3.4	Partly funded UNICEF
	3.3.2 Strengthen gender-responsive planning and monitoring.	PPRD	16.1.07.2	Partly funded GPE SCG

³ Standardized Tests of Achievement for Tonga (STAT).

2.5 Evidence

The MET and partners selected interventions and policy reforms based on the available evidence from Tonga, the Pacific and globally.

Continuing professional development improves learning outcomes.

Continuing professional development (CPD) is a critical pathway to improving learning outcomes. A recent World Bank report *Fixing the Foundation: Teachers and Basic Education in East Asia and Pacific* identified four characteristics of an effective CPD program:⁴

1. Focus on the topic.
2. High proportion of the training is practicing new teaching skills.
3. Follow up coaching.
4. Incentivising completion of the training by linking it to increased salary or promotion.

The recent Tonga Education Support Activity – funded by New Zealand – implemented cycles of professional development for reading to schools, teacher trainers and MET officers to provide a foundation for the reading and mathematics programs prioritized in the Compact. The activity also included collection and analysis of reading assessment data in the Tongan language for Classes 1 to 6 and English for Classes 4 to 6. Data from the activity found that primary school teachers were teaching literacy and numeracy more effectively and teachers and principals were more effectively using formative assessment to promote learning for every child. The project also strengthened the MET’s organisational capacity to deliver effective professional development to all primary schools in literacy/numeracy instruction, formative assessment, and instructional leadership.

A teacher’s classroom practice is known to have a profound impact on reading outcomes. For example, an early grade reading assessment in the Tongan language in 2009 found that students had higher reading outcomes if their teachers used the recommended texts and teacher guides. It also found that frequent story retelling was associated with higher reading scores.⁵

Provision of teacher guides, reading books, and textbooks improve learning outcomes.

The *Cost-effective Approaches to Improve Global Learning* panel recommendations for “smart buys” identified that “structured pedagogy (a package that includes structured lesson plans, learning materials, and ongoing teacher support)” was highly cost-effective and supported by a strong body of evidence from the region and globally.⁶ Structured lesson plans (with a strong emphasis on phonemic awareness, phonics, and later, reading comprehension) coupled with levelled and decodable reading books or student

⁴ [Fixing the Foundation: Teachers and Basic Education in East Asia and Pacific \(2023\)](#).

⁵ *How well are Tongan children learning to read (Vol. 2): Tonga report (English)*. Pacific early reading assessments series Washington, D.C.: World Bank Group.
<http://documents.worldbank.org/curated/en/144771468339284638/Tonga-report>

⁶ 2023 [Cost-Effective Approaches to Improve Global Learning](#) - What does recent evidence tell us are “Smart Buys” for improving learning in low- and middle-income countries? [K. Akyeamong, T. Andrabi, A. Banerjee, R. Banerji, S. Dynarski, R. Glennerster, S. Grantham-McGregor, K. Muralidharan, B. Piper, S. Ruto, J. Saavedra, S. Schmelkes, H. Yoshikawa]. London, Washington D.C., New York. FCDO, the World Bank, UNICEF, and USAID

books, have been proven highly effective in multiple countries, including in neighbouring Papua New Guinea⁷ and Tonga's earlier "Come Let's Read and Write" program.⁸

The Tonga Education Support Activity distributed 18,000 copies of 15 literacy titles and 3,300 teacher guides to all primary schools in the early 2020s and the MET has established online lesson plans in the *Hama eLearning Platform*. The University of the South Pacific (USP) Institute of Education is establishing a centralized online resource repository to service literacy and numeracy teachers in the Pacific (the *Waka Moana Learning Hub*) and recently completed a needs analysis of instructional materials.⁹

Poor families can be helped to enrol their children in school.

PILNA 2021 found that "students who performed at or above the expected proficiency level...tended to have significantly higher levels of caregiver support at home." One of the most impactful interventions ranked in the *Cost-effective Approaches to Improve Global Learning* panel recommendations for "smart buys" was "providing information on the benefits, costs, and quality of education" to caregivers. The report also identified that "providing quality pre-primary education" and "merit-based scholarships to disadvantaged children and youth" had good evidence for cost-effective impacts on learning outcomes.

The MET has recently piloted conditional cash transfers to reduce the financial burden on students from the poorest families. Under the World Bank-funded Skills and Employment for Tongans (SET) project, 3,880 Form 6 and 7 and 309 TVET students have benefited to date, and the impact on enrolment and attendance is positive. The payment was contingent on an attendance rate of 80 percent. Early evaluation data reported in the ESA suggests that the drop-out rate was reduced to two percent. The intervention increased the time devoted to study and decreased their participation in employment outside of school hours. It significantly increased household expenditure on food and clothing and made a significant improvement in the household poverty score.¹⁰

Community-based ECE is effective.

PILNA 2021 identified that ECE experience was associated with higher learning outcomes in Year 6. The MET currently does not capture enrolment data from community or private ECE, but previous research has found many children may be enrolled.¹¹ An impact evaluation from the World Bank found that an intervention which targeted children's home environment by supporting communities to set up and run

⁷ Macdonald, K., and B. T. Vu. 2018. [A Randomized Evaluation of a Low-Cost and Highly Scripted Teaching Method to Improve Basic Early Grade Reading Skills in Papua New Guinea](#). Policy Research Working Paper 8427, World Bank, Washington, DC.

⁸ Macdonald, K., S. Brinkman, W. Jarvie, M. Machuca-Sierra, K. McDonall, S. Messaoud-Galusi, S. Tapueluelu, and B. T. Vu. 2018. [Intervening at Home and Then at School: A Randomized Evaluation of Two Approaches to Improve Early Educational Outcomes in Tonga](#). Policy Research Paper 8682, World Bank, Washington, DC.

⁹ USP. 2022. Waka Moana Learning Hub Need Analysis Summary Report. Institute of Education, University of the South Pacific, Fiji.

¹⁰ Education Sector Analysis, 2023.

¹¹ Brinkman, Sally; Thanh Vu, Binh. 2017. Early Childhood Development in Tonga: Baseline Results from the Tongan Early Human Capability Index. World Bank Studies;. World Bank, Washington, DC. <http://hdl.handle.net/10986/25674>

playgroups to improve school readiness positively improved the foundational literacy skills of children of mothers without a high school education.¹²

3.0 Enabling factors

The government and its partners identified three high priority enabling factors through the enabling factors analysis:

Table 2 Enabling factor ratings

Enabling factor	Priority
Data and evidence	High
Gender-responsive sector planning, policy and monitoring	High
Inclusive sector dialogue and coordinated action	Medium
Coordinated financing and funding	Low
Volume, equity and efficiency of domestic public expenditure on education	High

3.1 Data and evidence

Improved collection, analysis and dissemination of data is a **high priority**. Without regular updates on enrolment (especially for vulnerable students) and data on students' learning outcomes, the MET cannot adjust plans, select the best interventions, or improve service delivery. The current support from the World Bank (EMIS), UNICEF (MICS-EAGLE) and SPC EQAP (PILNA) is very timely, but the Government needs to commit sufficient resources to sustainably own and deliver data and evidence activities.

Policy actions

1.1.4 Support (and collect data from) non-formal ECE programs.

2.2.3 Analyse gaps in maths teaching and student learning.

3.2.1 Operationalise new Open EMIS system.

3.2.2 Increase capacity of EMIS Unit and Examination and Assessment Unit.

3.2.3 Strengthen school-based and national assessment & analysis of results to inform school management and teaching.

3.2 Gender-responsive sector planning, policy and monitoring

Gender-responsive planning and monitoring is rated as a **high priority**. Although legislation and relevant policies are already in place, as well as some best practices in literacy, numeracy and boys' education which can be found in some schools, there is no coherent national approach to appropriately address and finance the Compact gender priorities to ensure they have continuous and coordinated support in the education sector. More specific, evidence-based, gender-responsiveness planning and policy development is needed

¹² Macdonald, Kevin Alan David; Brinkman, Sally Anne; Jarvie, Wendy; Machuca-Sierra, Myrna; Mcdonall, Kristen Andrew; Messaoud-Galusi, Souhila; Tapueluelu, Siosiana; Vu, Binh Thanh. Intervening at Home and Then at School: A Randomized Evaluation of Two Approaches to Improve Early Educational Outcomes in Tonga (English). Policy Research Working Paper WPS 8682. Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/749601545227173514/Intervening-at-Home-and-Then-at-School-A-Randomized-Evaluation-of-Two-Approaches-to-Improve-Early-Educational-Outcomes-in-Tonga>

in foundational learning, inclusive education, and boys' education. Implementation of the policies (for example, the new Inclusive Education Policy and new curriculum and assessment policies) are challenging planning and capacity issues.

Learning gaps in literacy and mathematics for certain populations are a 'national' crisis, but its silent treatment by government and the education sector means that the planning needs remain unnoticed and underestimated. Achieving the priority reform will require more focus in national education planning, stronger monitoring of, and support to, schools, and more accountability on learning outcomes at all levels.

Policy actions

1.2.5 Strengthen teacher standards and appraisal for reading and inclusive education.

3.3.1 Develop and update policies for inclusion, equity, and learning.

3.3.2 Strengthen gender-responsive planning and monitoring.

3.3 Inclusive sector dialogue and coordinated action

The concept of the LEG is still relatively new in Tonga, but the LEG is operational, inclusive and the country has recently completed its first Joint Sector Review retreat. The government is committed to better including partners in the development of plans and policies and aims to integrate the JSR into the planning and review cycle and increase the frequency of the LEG meetings. These activities are supported through the GPE System Capacity Grant Tranche 1. Inclusive sector dialogue is rated as a **medium priority**.

3.4 Coordinated financing and funding

The country already has a broad range of funding mechanisms and reasonably good coordination of external aid. These include budget support and pooled financing. The MET needs to better track and report external aid, especially from stand-alone projects but this is within the capability of the Ministry and its partners. Donors will need to align with the priority reform and will be asked to increase their contributions and provide data on their expenditure and achievements for the budget and key performance indicators. Coordinated financing is rated as a **low priority**.

3.5 Volume, equity and efficiency of domestic public expenditure on education

The government is heavily reliant on external aid as budget and development support, so this enabling factor is rated as a **high priority**. In the ESA, aid was calculated as 45% of the 2022/23 education budget. In terms of domestic financing, the government usually meets its international commitments but needs to increase its contribution to budget for improving *quality* by focusing on the equity and efficiency of the budget. For example, primary and secondary school grants have not increased with inflation and there is no equitable funding formula to provide remote schools with additional financing. The proportion of the budget allocated to ECE and secondary has been increasing but the secondary workforce has been growing faster than the student population. Recent years have seen increases in domestic funding to post-secondary education and decreases in funding to primary (as middle school has expanded). Balancing the competing needs of the system and ensuring sufficient domestic financing is a major challenge.

Policy actions

1.1.3 Transfer ECE grants and assistance programs.

- 1.2.1 Offer scholarships to increase supply of qualified ECE teachers.
- 2.1.6 Distribute scholarships and grants to improve enrolment.
- 2.2.2 Increase the number of scholarships for new mathematics teachers.
- 3.1.1 Update grants formula and amount based on study of impact and need.
- 3.1.2 Prioritize funding for reading and maths programs.
- 3.1.3 Increase retirement age for teachers from 60 to 65.

4.0 Alignment of resources

4.1 Partner resources

Current and pipeline projects are highly aligned with the priority reform and the activities.

Table 3 Alignment of partner resources

Donor	Implementer	Project name	Start	End	T\$, m	Brief description of project	Alignment with Compact outcomes							Compact activity		
							1.1	1.2	1.3	2.1	2.2	2.3	3.1 3.2 3.3			
Australia	Government	Budget support	2020	2023	46.3	Budget support.										-
Australia	MET, MoF	MET Scholarship Support	2021	2024	1.5	Scholarships for 82 awardees.										Scholarships to improve qualifications of education personnel.
Australia	SCA	Safe Schools	2023	2024	0.35	Provides policy implementation at scale across Tonga on Safe Schools.										5.11 Schools implement School Safety Self-Assessment to inform school development plans.
Australia	World Bank	Pacific Secondary School Program	Ongoing		3.6	Strengthening secondary education evidence, access and learning.										2.2.4 Teachers' classroom practices and CPD. 2.3.3 Advice on improving maths. 3.2.2 Using data to improve learning.
Australia	World Bank	Tonga Safe and Resilient Schools Project	2022	2025	10.8	Component 1 School infrastructure										-
GPE	MET	Volcano Recovery Program STG accelerated funding	2022	2023	0.7	1. Expand HeLP content. <ul style="list-style-type: none"> 70 primary lessons. 80 secondary lessons. 2. Make HeLP system more resilient. 3. Pilot HeLP @ School boxes in remote schools.										1.2.4 Reading CPD program. 1.3.3. Produce and distribute reading books and lesson plans. 2.2.4 Maths CPD program. 2.3.1 Maths lesson plans. 2.3.5 Digital and online materials.
GPE	MET	System Capacity Grant	2023	2028	0.26	Financing activities to unblock high priority enabling factors.										See <i>GPE financing</i> section.
GPE	MET	System Transformation Grant	2024	2029	6.0	Financing activities to achieve the priority reform.										See <i>GPE financing</i> section.
GPE	MET	Multiplier	2024	2028	12.0	Additional financing for the <i>Safe and Resilient Schools</i> project.										See <i>GPE financing</i> section.

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Donor	Implementer	Project name	Start	End	T\$, m	Brief description of project	Alignment with Compact outcomes							Compact activity	
							1.1	1.2	1.3	2.1	2.2	2.3	3.1 3.2 3.3		
Japan	JICA	Soroban Program	Ongoing		-	Support Soroban in all Government Primary School across Tonga.									Primary mathematics program using Soroban abacas.
New Zealand	Commonwealth of Learning	Pacific Partnership for Open Distance and Flexible Learning	2023	2024	0.03	Conduct three trainings for 360 youths: 1. Basic digital literacy for 120 youths 2. Leadership training for 120 youths 3. Digital marketing training for 120 youths									Improving young people's skills for accessing digital educational resources.
New Zealand	MET supported by Auckland Uniservices Ltd. and USP Institute of Education.	Tonga Education Support Activity	2019	2023	3.9	Building on previous interventions (2014-2016). Supports improved literacy and numeracy outcomes for Tongan young people through professional development to strengthen the capacity of teachers and principals, including: <ul style="list-style-type: none"> 26,400 copies of <i>Mafana</i> distributed to 71 schools. Literacy CPD for 346 teachers and 15 MET officers. Numeracy CPD for 107 schools, 595 teachers and 15 MET officers. Leadership CPD for 97% of GPS principals. Workshops for Tonga Institute of Education lecturers. 									1.2.4 Reading CPD program. 1.3.3 Produce and distribute reading books and lesson plans.
New Zealand	USP School of Education	Build Teaching Capacity for Inclusive Education (regional)	2021	2026	7.8	Improving pre- and in-service training for teachers, school leaders, and teacher aides.									1.1.2 Access to inclusive education services. 1.2.2 Inclusive education CPD. 1.3.4 Inclusive education materials.
UNICEF	MET	Multi-country programme 2023-2027	2023	2027	4	UNICEF does not operate in a project-based modality. The below reflects current confirmed support in parentheses as well as broader areas of support that is available and open for discussion in line with MET needs and priorities as agreed in annual review and planning processes, and as needed. Accordingly, value is estimated. <ul style="list-style-type: none"> Technical support to deliver inclusive quality ECE and learning (ECE curriculum development, roll-out of training on ECE curriculum, 									ECE: 1.2.3, 1.3.1, 1.3.3 and 1.3.4 Counselling: 2.1.2 Policies: 3.3.1 Education expenditure review: 3.1.1-3.1.3

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Donor	Implementer	Project name	Start	End	T\$, m	Brief description of project	Alignment with Compact outcomes							
							1.1	1.2	1.3	2.1	2.2	2.3	3.1 3.2 3.3	Compact activity
						<p>development of inclusive ECE teacher training, development and dissemination of ECE storybooks with strong inclusivity focus, training to ECE teachers on use of storybooks, development & implementation of ECE quality standards).</p> <ul style="list-style-type: none"> • Capacity to develop and implement multi-sectoral Early Childhood Development policies. • Technical support to make the education system more resilient and strengthened with improved evidence-based and risk-informed education plans, policies, and coordination mechanisms, including for humanitarian situations (Inclusive Education Policy, emergency preparedness and response, disaster risk reduction). • WASH in School baseline assessment. • Technical support to undertake a review of the status of integration of child protection in schools and develop an implementation road map. • Technical support to develop child protection in schools' policy, Standard Operating Procedures, and referral pathways together with training modules, training of trainers, and accompanying the roll out of training. • Technical support to develop psycho-social support guidelines and positive behaviour management approaches and training modules. 								

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Donor	Implementer	Project name	Start	End	T\$, m	Brief description of project	Alignment with Compact outcomes							Compact activity	
							1.1	1.2	1.3	2.1	2.2	2.3	3.1 3.2 3.3		
						<ul style="list-style-type: none"> • Technical support to deliver training of trainers to school personnel on psycho-social support and positive behaviour management and accompany the roll out of training. • Education sector expenditure review and advocacy to ensure the adequacy, efficiency, and equity of spending in the sector. 									
World Bank IDA & GPE & Australia (US\$1.5 m)	MET	Safe & Resilient Schools Project Additional Financing	2024	2027	52.9 12.0 3.6	<ul style="list-style-type: none"> • Supporting inclusive ECE, including: <ul style="list-style-type: none"> ○ Communication campaign. ○ Training ECE teachers. ○ Distribution of play-based materials. • Improving teaching and learning in primary and secondary education, including: <ul style="list-style-type: none"> ○ Revision of secondary curricula. ○ Coaching and training program for secondary teachers. ○ Establishment of libraries and labs. • Systemic interventions, including: <ul style="list-style-type: none"> ○ Enhancement of LTD Primary, LTD Secondary, CDPD and EAU. ○ Improvement of TNU’s pre-service programs. 								1, 2, 3 Professional development for teachers. 1 ECE campaign. 3.2.1 OpenEMIS. 3.2.2 EMIS & EAU capacity. Multiplier may fund activities across the Compact outcomes.	
World Bank	MET	Skills and Employment for Tongans	2019	2024	49.8	<ul style="list-style-type: none"> • Conditional cash transfers for secondary school enrolment and attendance. • Strengthen the provision of TVET. • Enhancing opportunities for labour mobility. 								2.1.6 Distribute scholarships and grants to improve enrolment.	

4.2 GPE financing

Tonga is eligible for three GPE grants to support the priority reform actions. Initial discussions on the Compact activities to be financed by GPE are summarized in Table 4 and in the Aide Memoire for the World Bank's Pre-Identification Mission for the Multiplier Grant (September 2023).

Table 4 Indicative GPE allocation

Grant	US\$, m	T\$, m	Activity	Details
System Capacity Grant (SCG)	0.26 ¹³	0.6	3.2.2	OpenEMIS capacity building at school and national officers (e.g. EAU, EMIS, LTD) & data collection.
			3.2.3	Restart STAT national assessment.
			3.3.1 1.2.5 3.1.1	Policy development, updating and implementation (e.g., gender equity, inclusive education, teacher and principal standards, and school grants formula).
			1.2.2	Capacity building for field officers and school principals (e.g., inspectors, supervisors, area organisers etc.) on use of data, reading, inclusion, and mathematics.
System Transformation Grant (STG)	2.2 ¹⁴	5.3	1.2.4 1.3.5	National reading program (based on PILNA, STAT, reading benchmarks, and new curriculum) and reading recovery materials.
			1.3.3	Producing and distributing levelled reading books, textbooks and teacher guides and digitizing these.
			1.2.4	Incorporating reading skills into teacher training programs.
			2.2.5	Secondary boys' support program (e.g., summer school in mathematics or reading recovery).
Multiplier (with co-financing from World Bank and Australia)	5.0	12.0	1.1.5 1.2.4 1.1.1 2.3.1 2.2.4 2.3.3 2.3.5 3.2.2 2.2.6	World Bank Aide Memoire (September 2023) <ul style="list-style-type: none"> • Supporting inclusive ECE, including: <ul style="list-style-type: none"> ○ Communication campaign. ○ Training ECE teachers. ○ Distribution of play-based materials. • Improving teaching and learning in primary and secondary education, including: <ul style="list-style-type: none"> ○ Revision of secondary curricula. ○ Coaching and training program for secondary teachers. ○ Establishment of libraries and labs. • Systemic interventions, including: <ul style="list-style-type: none"> ○ Enhancement of LTD Primary, LTD Secondary, CDPD and EAU. ○ Improvement of TNU's pre-service programs.

¹³ Tonga's SCG allocation was US\$1.0 million. US\$0.7 million was utilized for the ESA, JSR and sector planning. US\$0.04m was utilized to develop the Partnership Compact.

¹⁴ Tonga's STG allocation was US\$2.5 million. US\$0.3 million was utilized for the Volcano Recovery Program under accelerated financing.

4.2.1 System Capacity Grant

The **System Capacity Grant** (SCG) has been partly expended on the development of the ESA, Corporate Plan, JSR, and Partnership Compact. The remaining financing will be utilized to support activities to overcome persistent bottlenecks in three enabling factors: i) data and evidence; ii) gender-responsive sector planning, policy, and monitoring; and ii) the volume, equity and efficiency of domestic public expenditure on education.

The SCG will be targeted at capacity development for the development and implementation of core policies for inclusion, equity, and learning. These include the school grants formula, OpenEMIS, teacher and principal standards, gender, and inclusion. Major activities will include supporting the revitalization of the STAT national assessment and ensuring that subnational officers and principals are upskilled in the new policies.

The SCG will complement existing support from the World Bank in EMIS and assessment policy and UNICEF's support for the new inclusive education policy.

4.2.2 System Transformation Grant

A proportion of the **System Transformation Grant** (STG) allocation was utilized as accelerated funding to respond to the Hunga Tonga Hunga Ha'apai eruption and tsunami in January 2022. The remaining grant will be used to fund an expansion of the national reading program, adding reading recovery modules, and the distribution of lesson plans and classroom libraries of leveled and decodable reading books and textbooks to support reading from ECE to middle school. There will be a strong emphasis on continuing the alignment between pre-service and CPD practices. The MET also intends to use a portion of the financing to establish a boys' support program to target boys at risk of dropping out and ensure that remedial and support programs are correctly targeted, and teachers and principals know how to engage and support male students.

The STG financing will build on the Tonga Education Support Activity funded by New Zealand and complements funding from the World Bank and Multiplier which will support ECE, primary and secondary teacher education. The MET is considering whether a percentage of the STG will be delivered as results-based financing to encourage local innovation and incentivize ownership by government.

4.2.2 Multiplier

An Expression of Interest to trigger the Multiplier has been submitted by the MET and the World Bank. Co-financing to the value of US\$22 million will be provided by the World Bank through an IDA allocation to education. The new financing will target Compact priorities as per the Aide Memoire for the Pre-Identification Mission (25-28 September 2023) and be delivered as additional financing to the existing Tonga Safe and Resilient Schools project from 2024-2028. Preliminary discussions indicated the grant components would be: 1) Supporting inclusive ECE; and 2) Improving teaching and learning in primary and secondary education. The project is expected to be designed between December 2023 and May 2024 with MET as the implementing agency and the World Bank as the grant agent.

4.2.3 Grant agent

The MET will work with the LEG to run a transparent selection process for the STG. As with previous GPE grants, there will be a small, responsive project steering committee to oversee grant implementation and review implementation plans consisting of the Director, Project Management and Coordination Division, grant agent, the World Bank Safe and Resilient School's project, and the lead officers from the

implementing divisions. The MET will continue to use a Project Management Unit to support the divisions with implementing the priority activities.

4.3 Coordination and management

4.3.1 Role of the MET

The Chief Executive Officer is responsible for the overall priority reform program. Under their leadership, the senior management team are responsible for ensuring achievement of each outcome. Donor-funded projects will be overseen by the Director, Project Management and Coordination Division.

Table 5 Responsibilities and implementation

Intermediate outcome	Responsible	Implementation
1.1 Increased proportion of children enrolled in ECE.	Director, LTD Primary (Director in charge of ECE)	ECE Unit Inclusive Education Unit
1.2 ECE and primary teachers have improved skills and content knowledge to teach reading and support all students.	Directors, LTD Primary & QAD	QAD Primary Schools Unit ECE Unit Inclusive Education Unit TNU USP
1.3 Increased access to inclusive curriculum materials for teaching reading in Tongan.	Directors, CAD & Director of LTD Primary	Curriculum Development Unit Production Unit LTD Primary TNU
2.1 Increased proportion of students enrolled in Middle School.	Director, LTD Primary	Primary Schools Unit Secondary Schools Unit Truancy, Reconciliation and Enforcement Unit
2.2 Middle and secondary school teachers have improved skills and content knowledge for teaching mathematics.	Directors, LTD Secondary & QAD	QAD Primary Schools Unit Secondary Schools Unit TNU USP
2.3 Increased access to curriculum materials for teaching mathematics.	Director, CAD	Curriculum Development Unit Production Unit TNU
3.1 Increasing the equity, efficient and volume of financing for ECE, Primary and Middle School.	Directors, Finance Division & Project Management & Coordination Division (PMCD)	Policy, Planning and Research Division
3.2 Improving the use of data and evidence to guide schools and policy makers.	Director, EDID	EMIS Unit

Intermediate outcome	Responsible	Implementation
3.3 Develop and update plans and policies for equity, inclusion, and learning.	Director, PPRD	LTD Primary LTD Secondary EDID

4.3.2 Corporate Plan and Annual Management Plan

The Corporate Plan and Annual Management Plan (AMP) will be updated annually to reflect the Partnership Compact activities and targets for the annual budget submission. The responsibility for including Compact activities and budgets lies with the divisional directors under the guidance of the Director, Policy, Planning and Research Division. The LEG will be meaningfully consulted on the proposed activities, based on the annual JSR.

4.3.3 Governance and accountability

As the existing dialogue and coordination mechanism, the LEG will be used for coordinating Compact activities, sharing progress, and learning, and mobilizing external financing. Once per year, the LEG and government will review progress in the education sector at the JSR.

4.3.4 Capacity strengthening and technical assistance

Any technical assistance for the Partnership Compact activities will be embedded in the relevant MET division to ensure the transfer of skills and knowledge. The terms of reference for technical advisers will be shared with the LEG to ensure maximum coordination with capacity strengthening activities supported by other donors. The Human Resource Management Division is responsible for developing the Annual Training Plan for the MET (Corporate Plan 16.1.04.2.4) based on the annual training needs analysis at the implementing divisions.

5.0 Monitoring and evaluation

5.1 Data collection and evidence gathering

Progress towards the Compact's outcomes will be monitored and evaluated through core MET systems and processes, including the regional PILNA and national examinations.

Table 6 Monitoring and evaluation activities

Activity	Type	Frequency	Responsible
Monitoring			
Annual school census	Census and statistical bulletin.	Annual (March and September)	EDID
Inspection of schools	National school inspections (including observations of principals and teachers).	Biannual (end of June; end of November)	QAD
Joint Sector Review	Review of progress on the Corporate Plan and Compact with education sector stakeholders.	Annually (September)	PPRD
Annual Report	Annual report to the legislature.	Annually after end of financial year.	PPRD
Mid-term Review of the Compact	Participatory review and update of the Compact.	Once (2026).	PMCD
Evaluation			
Pacific Islands Literacy and Numeracy Assessment	Regional learning assessment in Year 4 and 6.	Triennial (Cycle 5 2025 and Cycle 6 2028)	EAU & LTD Primary
Standardized Tests of Achievement for Tonga	Low-stakes, representative, national primary learning assessment in Year 3 and 5.	Biennial once restarted.	EAU & LTD Primary and LTD Secondary
National examinations	Secondary Entrance Examination (Year 8) Tonga Form Six Certificate. Tonga National Form Seven Certificate	Annual (November)	EAU

5.2 Knowledge sharing, learning and adaptation

Learning and iteration are important activities within the Compact. There are formal mechanisms for sharing learning within the education sector, including the Tonga Council of Directors of Education Systems, the LEG, annual JSR, and mid-term review of the Compact. Tonga is also involved in several Pacific regional activities such as PILNA, the Pacific Regional Education Framework, Building Teaching Capacity in Inclusive Education, and Pacific Secondary School Program.

The Compact also identifies specific activities required to better understand the bottlenecks to the priority reform and adapt programs (Table 7).

Table 7 Learning activities

Activity	Type	Frequency
2.1.3 Produce and distribute knowledge sharing materials for school chairpersons, parents, and communities for use in parent teacher associations (PTAs), social media, churches, fono and community meetings.	Communication campaign	Annual
3.2.3 Strengthen school-based and national assessment & analysis of results to inform school management and teaching. Analysis of reading practices, including frequency of reading at home and at school.	Additional questions in STAT or PILNA.	During assessment
2.2.3 Analyse gaps in maths teaching and student learning, including an assessment of pedagogical skills.	Study	Once
1.2.3 Exchange reading and inclusive education best practices in Tonga and regionally.	Seminar	Annual
3.1.1 Update grants formula and amount based on study of impact and need. Updating the Tonga education simulation model with new grants formula and statistical data. ¹⁵	Simulation model	Annual
3.1.3 Increase retirement age for teachers from 60 to 65. Studying the impact of raising the retirement age of teachers (workforce reform study) including a national survey.	Study	Once
2.2.5 Develop in-service program to equip teachers to support male students. Study to examine the causes and impact of poor attendance and dropping out at the school and home level.	Study	Once

¹⁵ UNICEF will be supporting an education expenditure review.

5.3 Results framework

Table 8 Priority reform results framework

Outcome	Indicator	KPI/SDG	Disaggregation	Baseline	Target (2028)	Data source
1. Increase proportion of students meeting reading benchmarks in Year 4 and 6.	Percentage of students in Year 4 and 6 achieving at least a minimum proficiency level in literacy.	KPI 13.2 SDG 4.1.1.a 4.1.1.b	Sex	2021 Reading Year 4 Male: 38% Female: 56% Overall: 47% Year 6 Male: 21% Female: 91% Overall: 87%	PILNA 2028 Reading Improved	PILNA
2. Improve pass rate for mathematics in the national examinations.	Percentage of Form 6 students achieving a pass in mathematics.	KPI 13.5 SDG 4.1.1.c	Sex	2022 Mathematics Form 2 Overall: 27% Form 6 Overall: 6%	2028 Mathematics Form 2 Improved Form 6 Improved	Secondary Entrance Examination Tonga Form Six Certificate
1.1 Increase proportion of children enrolled in ECE.	Participation rate in organized learning (one year before the official primary entry age), by sex.	KPI 2.1 (NER) SDG 4.2.2	Sex District	2022 ECE NER Male: 33.4% Female: 37.5% Overall: 35.3%	2028 ECE NER Male: 60% Female: 60% Overall: 60%	Annual school census
1.2 Improve skills and content knowledge of ECE and primary teachers to teach reading and support all students.	Percentage of teachers achieving minimum standards for teaching reading and inclusive approaches.	-	Grade Sex	To be determined	Improved	Classroom observation (e.g., TEACH tool)
	Percentage of teachers receiving CPD in reading program.	-	Grade Sex	2023: 0%	2024: 90%	Training report

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Outcome	Indicator	KPI/SDG	Disaggregation	Baseline	Target (2028)	Data source
1.3 Increase access to inclusive curriculum materials for teaching reading in Tongan.	Percentage of teachers with a) curriculum b) teacher guide c) classroom library.	-	Grade	To be determined	Improved	Classroom observation (e.g., TEACH tool)
	Percentage of students who report they read at a) home and b) school on the previous day.	-	Grade Sex	To be determined	Improved	Student survey
2.1 Increase proportion of students enrolled in Form 1 and 2.	Net enrolment rate Form 1 and 2	KPI 3.3	Grade Sex	2022 Form 1 & 2 Male: 81.4 Female: 75.7 Overall: 78.7	Increased	Annual school census
2.2 Improve skills and content knowledge of secondary school teachers to teach mathematics.	Percentage of teachers achieving minimum standards of teaching mathematics and inclusive approaches.	-	Grade Sex	To be determined	Improved	Classroom observation (e.g., TEACH tool)
	Percentage of mathematics teachers receiving CPD.	-	Sex	2023: 0%	90%	Training report
2.3 Increase access to curriculum materials for teaching mathematics.	Percentage of teachers with a) curriculum b) teacher guide c) class set of textbooks.	-	Grade	To be determined	Improved	Classroom observation (e.g., TEACH tool)
3.1 Increase the equity, efficiency and volume of financing for ECE, Primary and Middle School.	Proportion of domestic expenditure, excl. debt service.	KPI 14	-	2022: 13%	Increase	Budget Estimates
	Grant formula updated.	-	Government Non-government Sub-sector	No	Yes	Policy
3.2 Improve the use of data and evidence to guide schools and policy makers.	STAT results reported biennially.	-	Grade Subject Sex	No	Yes	STAT report
	Statistical digest report published annually.	-	Grade Sex	No	Yes	EMIS statistical bulletin.

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Outcome	Indicator	KPI/SDG	Disaggregation	Baseline	Target (2028)	Data source
			Disability			

6.0 Endorsement

The following partners endorse the Partnership Compact:

Ministry of Education and Training

Non-government education systems

- Acts Community School
- Anglican Church
- Catholic Church
- Free Church of Tonga
- Free Wesleyan Church
- Lavengamālie
- Ocean of Light International School
- Seventh Day Adventist Church
- The Church of Jesus Christ of Latter Day Saints
- Upper Room

Post-secondary institutions

Tonga National University

University of the South Pacific

Development partners

Asian Development Bank

Australia High Commission

British High Commission

Civil society representative

JICA

New Zealand High Commission

Save the Children

UNICEF

World Bank

Annex

Consultation process

Table 9 Consultations

Workshop or meeting	Date
Workshop 1 Orientation	2023-08-18
Workshop 2 Selecting the priority reform	2023-09-12
LEG review of draft priority reform	
SMT approval of priority reform	2023-09-20
Workshop 3 Enabling factors analysis screening	2023-09-25
Workshop 4 Enabling factors rating	2023-09-29
LEG review of enabling factors analysis	
Submission of enabling factors analysis to GPE	2023-10-25
Workshop 5 Writing the Compact Part A	2023-10-23
Workshop 6 Writing the Compact Part B	2023-10-24
Workshop 7 Writing the Compact Part C	2023-11-03
LEG review of draft Partnership Compact	2023-11-06 to 15
Workshop 8 Editing the draft Compact	2023-11-17
MET approval of draft Compact	2023-11-20
LEG endorsement of draft Compact	2023-11-24
Submission of Compact to GPE for quality assurance review	2023-11-27
Workshop 9 Responding to GPE feedback	
MET approval of final Compact	
LEG endorsement of final Compact	

Task Team

Table 10 Task Team membership

Member	Title	Organisation
Mrs. Kalolaine Moeaki	Deputy Director – Project Management and Coordination Division	MET
Mr. Herbert Takeifanga	Deputy Director – LTD Primary Division	MET
Mrs. Seilose Fifita	Deputy Director – Quality Assurance Division	MET
Mrs. ‘Ana Veikoso	Acting Deputy Director – LTD Secondary Division	MET
Mr. Kalafitoni Latu	Deputy Director – Education Data Intelligence Division	MET
Mrs. Lilian Tu’ihalamaka	Deputy Director – Policy, Planning and Research Division	MET
Dr. Tangikina Moimoi Steen	Interim Vice Chancellor	Tonga National University
Dr. Elisapesi Manson	Acting Director for Education	Seventh Day Adventist School System
Mrs. Elisapeta Lemoto Fa’au	Senior Program Manager	Australian Department of Foreign Affairs and Trade
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