INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT PAPER ON A PROPOSED RESTRUCTURING AND ADDITIONAL FINANCING TO THE TONGA SAFE AND RESILIENT SCHOOLS PROJECT FROM A

GLOBAL PARTNERSHIP FOR EDUCATION MULTIPLIER FUND GRANT IN THE AMOUNT OF US\$ 4.75 MILLION

AND A

PAPUA NEW GUINEA AND PACIFIC ISLANDS UMBRELLA FACILITY
MUILTI-DONOR TRUST FUND GRANT IN THE AMOUNT OF US\$ 1.50 MILLION

TO THE

KINGDOM OF TONGA

FOR THE

2nd Additional Financing to the Tonga Safe and Resilient Schools Project

ABBREVIATIONS AND ACRONYMS

AF Additional Financing

ECE Early Childhood Education

EMIS Education Management Information System

ESA Education Sector Analysis E&S Environmental and Social FM Financial Management

CERC Contingent Emergency Response Component

GBV Gender-Based Violence GCF Green Climate Fund GDP Gross Domestic Product

GPE Global Partnership for Education

GRS Grievance Redress Service GoT Government of Tonga

HT-HH Hunga Tonga-Hunga Ha'apai

ICR Implementation Completion and Results Report ICT Information and Communication Technologies

IDA International Development AssociationIFR Interim Unaudited Financial ReportISR Implementation Status and Results Report

LEG Local Education Group

MET Ministry of Education and Training

MoF Ministry of Finance
MFG Multiplier Fund Grant
PD Professional Development
PDO Project Development Objective

PILNA Pacific Islands Literacy and Numeracy Assessment

PMU Project Management Unit POM Project Operations Manual

PPIUF Papua New Guinea and Pacific Islands Umbrella Facility

PPSD Project Procurement Strategy for Development

RBF Results-Based Financing

SEA/SH Sexual Exploitation and Abuse/Sexual Harassment

TC Tropical Cyclone

TSRSP Tonga Safe and Resilient Schools Project

UNICEF United Nations Children's Fund WASH Water, Sanitation and Hygiene

2^{nd} Additional Financing to the Tonga Safe and Resilient Schools Project

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I. BACKGROUND AND RATIONALE FOR ADDITIONAL FINANCING

- 1. Tonga is a Polynesian country that lies in the South Pacific and an archipelago comprising 176 islands, 36 of which are inhabited by a population of approximately 108,000 people. Around 74% of the country's population is based in the main island of Tongatapu. Other major islands include Eua, Ha'apai, Vava'u, and the Niuas. Its location makes Tonga one of the most geographically remote nations in the world. Historically a constitutional monarchy, Tonga has undergone major democratic changes in recent years. Major constitutional reforms in April 2010 saw the legislative assembly change to become majority democratically elected for the first time, with 17 representatives and 9 nobles.
- 2. Extreme hardship across Tonga is negligible, but 27% of the population is unable to meet its total basic needs including food and particularly in rural areas.² Many Tongan citizens face additional hardship because of the COVID-19 pandemic around 30% of households have at least one member working in tourism-linked sectors which were the hardest hit by the border closure and strict social distancing measures. Like many other small Pacific Island nations, Tonga's economic growth potential is constrained by structurally high costs of production and public service delivery and by its exposure to economic and environmental shocks.
- 3. Pacific Island countries, including Tonga, face urgent and unique challenges related to climate change, such as rising sea levels, extreme weather events, and the impact on traditional livelihoods. Tonga is increasingly facing cyclones and sea-surges. Rising sea levels are causing more flooding, coastal erosion, and freshwater contamination. Tropical Cyclone (TC) Gita in 2018 caused extensive damage and loss, which represented the equivalent to around 38% of Tonga's annual Gross Domestic Product (GDP). TC Gita mostly affected the villages in the northwest and northeast in Tongatapu and in the west of 'Eua, which are the two islands that account for more than 75% percent of the population in Tonga. The post-disaster assessment suggests that around 55% of the population was affected by TC Gita in some way and 10% of the population experienced a form of devastation (major damage or destruction of their dwelling). Furthermore, Tonga was hit by the category 5 TC Harold in April 2020, which struck while the nation was still recovering from the impact of TC Gita. Tonga is also in one of the most seismically active areas of the Pacific Ocean, leaving it at risk to earthquakes, volcanic activity and tsunamis. In January 2022, the Hunga-Tonga-Hunga-Ha'apai volcanic eruption, tsunami and ashfall caused an estimated US\$ 90.4 million in damages the equivalent of approximately 18.5%

¹ Save the Children. (2023). Tonga Education Sector Analysis.

² Extreme hardship means the consumption of less than US\$1.90 in PPP terms per person per day. It is worth noting that the term poverty is considered inappropriate in Tonga because it implies a failure of traditional, community-based safety nets. Therefore, the term hardship is often used to refer to the welfare concept of poverty - the inability to meet one's basic food and nonfood needs.

³ World Bank. (2021). Climate Resilience Transport Project.

⁴ Ibid

⁵ United Nations Development Programme. (2018). Post Disaster Needs Assessment: Gita Cyclone Report

⁶ TC Gita is the largest natural disaster seen in Tonga since 1982, which affected over 80% of the population.



4. The TC Gita highlighted the vulnerability of school infrastructure in Tonga and the need to improve its resilience to avoid similar impacts to education facilities in the future. School buildings were affected disproportionately, with 75% of the 150 schools on the main island of Tongatapu damaged, compared to 25% of all residential buildings. Damage and losses to the education sector were more than US\$10.2 million, with many classrooms and Water, Sanitation and Hygiene (WASH) facilities in need of repair, retrofitting and reconstruction to comply with more resilient standards. In response to TC Gita, the Government of Tonga (GoT) committed significant resources to reconstruct and strengthen the country's school infrastructure laying the foundation for further investments in in this area. However, Tonga has a high proportion of school buildings that fail to meet the safety, structural adequacy and basic sanitary requirements of the Tonga National Building Code and associated Australian and New Zealand standards, which pose a substantial risk to lives, buildings and education continuity.

The Parent Project and its 1st Additional Financing

- 5. Within this context, the Tonga Safe and Resilient Schools Project (TSRSP) (P174434) was prepared in 2021. It became effective in March 2022. It is financed by an International Development Association (IDA) Grant (D927-TO) of SDR 10.60 million (US\$15 million equivalent). Its original Project Development Objectives (PDO) were to: enhance the safety and resilience of selected education facilities and improve the quality of data-driven education management, curricula and assessments in the selected educational programs. The TSRSP has the following four components: (i) improving safety and resilience of education facilities; (ii) establishment of Education Management Information System ("EMIS") and improved quality of curricula and assessments; (iii) Contingent Emergency Response Component (CERC); and (iv) project management. The Ministry of Education and Training (MET) is responsible for the overall implementation of the TSRSP, and is the implementing agency for Components 1, 2 and 4. The Ministry of Finance (MoF) is the implementing agency responsible for the CERC.
- 6. In January 2022 (between the approval and effectiveness of the TSRSP), the Hunga Tonga-Hunga Ha'apai (HT-HH) volcanic eruption and tsunami hardly hit the country. The tsunami caused widespread damage to buildings, schools, roads, power and water supply infrastructure, tourism infrastructure, agricultural crops, livestock, and fisheries resulting in post-disaster recovery and reconstruction needs that significantly exceed the GoT's capacity to address them. The HT-HH disaster is estimated to have caused physical damages and economic losses of at least US\$182 million (36.4 percent of GDP). The GoT's preliminary Recovery and Resilience Building Plan estimated that the public sector needs were likely to be at least US\$165.7 million (33.1 percent of GDP) for the period from 2022 to 2025.
- 7. An Additional Financing (AF) to the TSRSPS was prepared in the first semester of 2022 to help the GoT address the impacts of the HT-HH disaster on schools. This is the 1st AF to the

⁷ World Bank. (2022). Global Rapid Post Disaster Damage Estimation Report.

TSRSP referred to in this paper. Twelve schools were damaged or destroyed by the HT-HH disaster (particularly due to the tsunami). All these schools are located on Tongatapu and Ha'apai islands and some of them were totally destroyed. The GoT requested World Bank's financial support to repair or rebuild these schools under the AF of 2022, which mostly scaled up the Parent Project's Component 1; it also scaled up the Component 4. The 1st AF to the TSRSP of 2022 (P178849) increased the project cost by around US\$ 14.53 million through a Grant from the IDA Crisis Response Window of SDR 7.5 million (US\$ 10 million equivalent) and a Grant from the Papua New Guinea and Pacific Islands Umbrella Facility (PPIUF) Multi-Donor Trust Fund of US\$ 4.53 million. The total TSRSP cost increased to US\$ 29.53 million with the approval of the 1st AF in June 2022. As part of the 1st AF, the PDO were revised to reflect the objectives of the CERC, and the targets of Component 1's indicators were revised upwards accordingly.

The Proposed 2nd AF to the TSRSP

- 8. On March 1, 2023, the GoT requested a World Bank's additional financial support in the amount of US\$ 22 million (an IDA Grant) to further improve the safety and resilience of Tonga's education infrastructure. The GoT requested this additional World Bank's financial support for education rather than for another sector considering the possibility of benefiting from a Global Partnership for Education (GPE) Multiplier Fund Grant (MFG) in the amount of US\$ 5 million that Tonga is eligible for. The GPE MFG has a funding matching requirement of US\$ 3 from other sources of funds for each US\$ 1 from the GPE if the matching funds are from an international development organization such as the World Bank Group. The request in reference was made to leverage funding for the education sector through the GPE MFG to address critical issues that currently hinder the improvement of the quality of education in the country.
- 9. Tonga's expression of interest in the GPE MFG was approved by the GPE on August 3, 2023. The 2nd AF to the TSRSP responds to the approval of this expression of interest by the GPE and the World bank's commitment to provide the abovementioned IDA Grant to Tonga. After the approval of the expression of interest in the GPE MFG, the World Bank secured an additional grant in the amount of US\$ 1.5 million from the PPIUF Multi-Donor Trust Fund for topping up this AF. The PPIUF MDTF is supported by the Australian and New Zealand Governments. Therefore, the total funding envelope of the 2nd AF to the TSRSP is US\$ 28.5 million including the Grant Agent's supervision fee (US\$ 28.25 million excluding this fee), as shown in the table below. The World Bank is the Grant Agent for Tonga's GPE MFG.

Table 1. TSRSP Financing – Sources and Projects (Amounts in USD Equivalent)

Source	Parent Project	1st AF	2 nd AF	Total
Bource	(P174434)	(P178849)	(P181090)	1000
IDA	15,000,000	10,000,000	22,000,000	47,000,000
PPIUF	0	4,530,000	0	4,530,000
GPE MFG	0	0	4,750,000	5,000,000
PPIUF	0	0	1,500,000	1,500,000
Total	15,000,000	14,530,000	28,250,000	57,780,000

Note: the amount of the GPE MFG mentioned above excludes the supervision fee of US\$250,000

- 10. The 2nd AF to the TSRSP would scale up the Parent Project's Components 1 and 4 through IDA financing, as well as expand the scope of the Parent Project's Component 2 through GPE and PPIUF co-funding. A small amount of funds from the GPE MFG would be used to finance the management, monitoring and evaluation of the activities supported by this grant and the PPIUF Grant under the TSRSP Component 4 as well. The restructured Component 2 would support activities aimed to address critical challenges observed in Tonga's education system in alignment with the country's partnership compact that was submitted to the GPE in November 2023 (see detailed information on these activities in Section II). Tonga's partnership compact identifies the following priority education reform: improve literacy in early childhood education and primary education schools, and numeracy in secondary schools, with a focus on male students, boys and girls from poor households, and children with disabilities.
- 11. The IDA Grant under the 2nd AF to the TSRSP would support the repair, retrofitting and reconstruction of education facilities other than those covered by the Parent Project and its 1st AF. Schools to benefit from the 2nd AF would be selected based on the risk-based prioritization approach defined in the project documents. Activities to be supported by the IDA Grant would include detailed building-level structural condition assessments, geotechnical investigations, feasibility design studies, investments planning, detailed engineering designs (incorporating multi-hazard resilience measures as appropriate to site-specific exposures), construction supervision and quality assurance, and monitoring of the contractors' environmental and social management plans. Moreover, the IDA Grant would support the scale up of a technical assistance and support to implement an operation and maintenance program and improved asset management practices in the additional beneficiary schools.

Sectoral Context

12. Tonga's education system is managed and governed by the Ministry of Education and Training. It comprises government and non-government education institutions, which include faith-based (churches-related) and private schools known as Managing Authorities in the Education Act. The MET is responsible for education policymaking and functions including workforce management, establishment of national standards, curricula development, assessments of learning outcomes and examinations, maintenance of the education infrastructure, and management of educational data and systems. The education system comprised 344 government and non-government education institutions being 106 early childhood education (ECE), 130 primary education, 88 secondary education, 11 technical and vocational education and training, and 9 higher education institutions in 2022. Nearly 60 percent of these institutions were located in Tongatapu. The system enrolled 34,795 students (with almost perfect gender parity – 17,529 male and 17,226 female students) in ECE, primary and basic education institutions in 2022. It employed 2,267 teachers for ECE, primary and secondary education in 2022.

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⁸ MET's data of 2022 – Save the Children. (2023). Tonga Education Sector Analysis

- 13. The most critical issues currently observed in Tonga's education system include low access to early childhood education (ECE) and poor quality of primary and secondary education. On the former, despite recent increase in access, nearly 2/3 of ECE-aged Tongan children are out of kindergartens. On the latter, less than half of grade 4 students and less than 1/3 of grade 6 students are reaching the minimum levels of literacy proficiency according to the results of the 2021 Pacific Islands Literacy and Numeracy Assessment (PILNA). The World Bank Human Capital Index for Tonga is 0.53 indicating that a child born in the country today will be only 53% as productive when she/he turns 18 years old as she/he could be if she/he enjoyed complete education and full health services. This is lower than the average for East Asia & Pacific region and Upper middle-income countries. Moreover, the qualifications of teachers stand to be improved, as showed by the 55 percent of ECE teachers that do not meet the minimum qualification requirements. 10
- 14. Low access to ECE in Tonga is explained by a combination of challenges on both the supply and demand sides. Supply-side constraints include insufficient number of preschools in certain areas of the country (e.g., outer islands around 2/3 of ECE schools are in Tongatapu), lack of resources for play-based teaching and learning and low qualification of teachers. It is worth noting that the Government of Tonga established 29 new preschools nationwide in 2021-2022 alone, as part of its program to expand access to ECE. While the overall ratio of children to ECE teacher is low in Tonga, at only 13:1 in 2022, which is explained by the existence of various small schools located in remote and isolated islands, the ratio of children to qualified ECE teacher almost doubled that figure and reached 24:1 in the same year. On the demand-side, parents of young children lack information on the returns to, and importance of ECE, which contributes to a parental choice of promoting early education of young children at home.¹¹
- 15. Current ECE centers face a shortage of play-based teaching and learning materials. Play-based teaching and learning practices are known to be highly effective and stimulating for preschool aged learners. There is strong evidence that highlights that opportunities for age-appropriate and play-based learning are effective in building the school readiness of young children. It can help support the development of early literacy and numeracy skills in an integrated approach, while also cultivating children's social, emotional and physical skills. The existing evidence also shows that the utilization of sensory toys for tactile stimulation of young learners with special needs can ensure more effective inclusionary practices in ECE centers. However, access to age-appropriate resources including toys, play areas and outdoor playgrounds, as well as sensory materials is currently limited in Tonga.

⁹ World Bank. (2020). Tonga Human Capital Index

¹⁰ The data in this paragraph is from the Ministry of Education and Training and cited in the Education Sector Analysis Save the Children. (2023). Tonga Education Sector Analysis.

¹¹ Ibid with data. Data on the absence of play-based teaching and learning resources was provided by the MET to the World Bank during the preparation of this Grant.

¹² World Bank. (2023). Snapshot: Investing in the Early Years for Growth and Productivity.

- 16. While enrolment rates for primary grade students are high (97% net enrolment rate), quality of education remains an issue. ¹³ Results from the 2021 PILNA show that only 47% of grade 4 students achieved minimum reading standards. Similarly, only 30% of grade 6 students achieved minimum reading standards which was lower than the Pacific average of 53%. ¹⁴ Additionally, only 38% of male (boys) grade 4 students achieved minimum reading standards in 2021 PILNA, compared to 56% of their female (girls) peers. The weak foundational skills of boys can be one of the reasons for the issue on higher dropout rates among them compared to girls when they reach high schools. Regionally, more than half of 10-year-olds in nine of the eleven Pacific Island countries (including Tonga) cannot read and understand an age-appropriate text¹⁵, which is a phenomenon known as learning poverty. ¹⁶
- 17. **Teaching and learning materials including access to child-centered curricula is lacking in primary and secondary classrooms**. A 2021 review of the secondary grade curricula highlighted the heavy focus on undifferentiated lesson plans and classrooms being heavily teacher centric. The same review along with the 2023 Education Sector Analysis (ESA) highlighted the lack of practical science and Information and Communication Technologies (ICT) equipment in classrooms, often leading to a significant focus on theory-centered classrooms instead of practical learning. In schools where ICT equipment is available, there is often not enough equipment to support the number of learners and in most cases, there is poor or no internet connectivity. In addition, teachers have limited access to electronic devices (such as computers, projectors, laptops) to enhance their teaching practices.
- 18. **Teaching and learning conditions in primary and secondary grade classrooms can be improved.** While around 86.2% of secondary education teachers meet the minimum qualification standards, poor examination results in science and mathematics signal a need for improving their content knowledge and pedagogical practices. A recent analysis by the MET "Science Task Force" highlighted that science classrooms need to be more student-centered and activity-based to increase student engagement. High schools visited during the preparation of this document lacked equipment for teaching science and ICT. The recent World Bank TEACH report that analyzed secondary grade classrooms and teachers in Tonga highlighted that support is needed to encourage teachers to adjust their teaching so that it matches the students' level of understanding. Teachers also scored lower in implementing various pedagogical practices such as checks for understanding, critical thinking and providing students with effective feedback. The report includes a recommendation for the MET to establish a comprehensive teacher training program to develop teacher pedagogical skills, as well as to better support and prepare teachers to teach the

¹³ Save the Children. (2023). Tonga Education Sector Analysis.

¹⁴ The Pacific Community. (2021). Pacific Island Literacy and Numeracy Assessment

¹⁵ World Bank. (2024). Pacific Economic Update; Back on Track – The imperative of investing in Education

¹⁶ Learning poverty," a concept and indicator developed by the World Bank and the United Nations Educational, Scientific and Cultural Organization (UNESCO) Institute for Statistics, is defined as the inability to read and understand a simple, age-appropriate text by age 10. No official learning poverty estimates exist for Pacific island countries. To address this knowledge gap, and in support of better learning diagnostics, Cahu and Sondergaard (2023) generated interim estimates of learning poverty in the Pacific islands.

¹⁷ Mahon. T. (2021). Review of the Tongan Primary and Secondary School Curricula.

¹⁸ Save the Children. (2023). Tonga Education Sector Analysis.

revised curricula.19

- 19. While corporal punishment is banned in Tonga, it is still observed in primary and secondary education schools across the country. Teachers must abide by an existing code of ethics and conduct, but this requirement alone does not hinder the corporal punishment of students in Tongan schools. This issue was highlighted by relevant stakeholders and confirmed as prevalent during discussions with MET's officials and principals of schools over the course of the preparation of this AF. Moreover, a recent analysis of data from the implementation of the World Bank's TEACH classroom observation tool in secondary education schools found that there were a few instances of lack of supervision and negative verbal and physical interactions in classrooms. For example, severe negative verbal/physical interactions were observed in 7% of the sampled classrooms.
- 20. Additionally, gender related challenges haven been persistently negatively affecting Tonga's education system over the past years. High dropout rates in secondary education are a troubling trend observed among students particularly boys, for instance. Boys enrolled in secondary education schools are more likely to be older and repeat grades than female students. Data from the 2019 United Nations Children's Fund (UNICEF)'s Multiple Indicator Cluster Survey shows that 26% of upper secondary male (boys) students drop out of schools every year on average, compared to 12% of their female peers. The 2023 ESA highlights that male students are more likely than girls to be tasked with economic activities from an earlier age and are thus more likely to be out of school. The effects of poor foundational skills become even more pronounced in secondary education boys' completion rates drop from 90.7% to 38.9% from lower secondary to upper secondary.²²
- 21. **For secondary education female students, gender-based violence (GBV) and early marriage are key challenges that stand to be addressed.** The 2023 ESA highlights that young women in Tonga are likely to be married or in informal unions before the age of 18. Around 10% of 20–24-year-olds surveyed during the preparation of the 2023 ESA reported that they were married before they turned 18.²³ It is known that girls married young are far less likely to stay in schools, which has clear lifelong economic and health impacts.^{24, 25} In addition, a UNICEF's assessment of gender issues in the Pacific (including Tonga) highlighted how key challenges on gender norms perpetuate violence against girls and women and their early marriage.²⁶ These challenges are also highlighted in the 2023 ESA, which cites that over one-third of women have experienced physical violence including a quarter of 15-17 year old girls.²⁷

¹⁹ World Bank. (2024). TEACH Secondary Report (forthcoming).

²⁰ Observations conducted in classrooms where teachers delivered Forms 1-5. In total, 223 teachers across Tongatapu, Vava'u, and 'Eua, were observed.

²¹ Save the Children. (2023). Tonga Education Sector Analysis.

²² Ibid

²³ Ibid

²⁴ Save the Children. (2024). Child Marriage. The Devastating End of Childhood.

²⁵ UNICEF. (2021). Child Marriage.

²⁶ UNICEF. (2019). Gender Counts. Pacific. A Quantitative Assessment of Gender Inequality and its Impact on Girls and Boys

²⁷ Save the Children. (2023). Tonga Education Sector Analysis.

22. Given the challenges outlined above, the proposed interventions for support through this AF are well aligned with key country documents and frameworks. This includes alignments with the Education Sector Analysis, the Tonga Partnership Compact and the Tonga Education Policy Framework. In particular, the proposed interventions would contribute directly to the activities outlined in the Partnership Compact around solutions to reduce high dropout rates for boys by supporting the training and access to school counselors, increasing access to higher quality ECE services through the provision of more ECE classes and playgrounds and through the updating of the national curriculum. In addition, activities listed for the support for teachers is aligned very closely with the Tonga Education Policy Framework which recommends "Improving the access and quality of post-basic education and training by developing in-service training programs for teachers". The proposed Additional Financing is also consistent with the World Bank Group's Pacific Islands Regional Partnership Framework Fiscal Years 2017 - 2023 covering nine Pacific Island countries: Kiribati, the Republic of the Marshall Islands, Federated States of Micronesia, Republic of Nauru, Republic of Palau, Independent State of Samoa, Kingdom of Tonga, Tuvalu, and Vanuatu. It is in line with Focus Area 3 of the Regional Partnership Framework: protecting incomes and livelihoods through its contribution to the achievement of Objective 3.1: Strengthened resilience to natural disasters and climate change.²⁸

II. DESCRIPTION OF ADDITIONAL FINANCING

- 23. This version of the AF Paper includes activities proposed to be financed only by the GPE MFG and PPIUF Grant (US\$ 6.25 million in total). A separate document is being prepared including detailed information on the activities to be supported by the IDA Grant of US\$ 22 million because the timelines for the applications for the GPE and IDA financing do not perfectly match. The GPE MFG is expected to be approved by the GPE by the end of June 2024, whereas the whole 2nd AF to the TSRSP, which includes the IDA Grant, is expected to be approved by the World Bank by the end of September 2024.
- 24. The TSRSP component 2 finances the establishment of Tonga's EMIS, the revision of the curricula for primary education and the improvement of assessments of learning outcomes. The current total cost of this component is US\$ 4.5 million entirely funded by the IDA Grant of the Parent Project. The 1st AF did not change this component's scope. The MET is on track with the implementation of all activities supported by this component through the Parent Project. The company hired to establish the EMIS completed all the work on software development and training of trainers in March 2024. Moreover, the firm hired for the revision of the primary education curricula is progressing ahead of schedule with the revision for class levels 5 and 6 expected to be completed two months before the contracted date. Additionally, both individual consultants who were hired to provide the MET with technical assistance in the assessments of learning outcomes

²⁸ World Bank Group. (2017). Regional Partnership Framework: For Kiribati, Republic of Nauru, Republic of The Marshall Islands, Federated States of Micronesia, Republic of Palau, Independent State of Samoa, Kingdom of Tonga, Tuvalu, and Vanuatu, FY17-FY21. Report Number 100997-EAP.

are progressing with their tasks as contracted. For the sake of an efficient tracking of the utilization of funds from this AF, the existing subcomponents on the establishment of the EMIS (subcomponent 2.1) and revision of the curricula and improvement of assessments (subcomponent 2.2) will not change, and two subcomponents (subcomponents 2.3 and 2.4), which are described below, will be added into component 2. Moreover, this AF will also expand the scope of TSRSP component 4 by adding the activities on the management, monitoring and evaluation of the GPE and PPIUF Grants.

- 25. Subcomponent 2.3 Supporting Quality Primary and Secondary Education (US\$ 3,971,000 being US\$ 2,731,000 from the GPE MFG and US\$ 1,240,000 from the PPIUF Grant): this subcomponent would be added to support the improvement of literacy and numeracy in primary and secondary education with a targeted assistance to male students, as well as students with disabilities and girls. It would help address issues on low learning outcomes in basic education. It includes a combination of activities ultimately aimed at improving the quality of primary and secondary education as detailed below.
 - **Curricula revision.** This subcomponent would support the revision of the national curricula for core subjects in school levels 9 to 13 (forms 3 to 7 in Tonga) under a phased approach over the course of the grant implementation (with the revision of the curricula for two school levels carried out per year). The core subjects being considered for the revision by the MET are: English language, mathematics, science, biology, physics, geography, accounting, computing and ICT, industrial arts, and mathematics with calculus or statistics.²⁹

The curricula for eight (out of the mentioned) subjects, which would be defined in the Project Operations Manual, would be revised through the proposed Grant, in addition to the (a) development and production of teaching and learning materials (i.e., syllabuses, teachers' guides and students' books) in alignment with the revised curricula, (b) training of teachers in the revised curricula, and (c) compensation of a team of local specialists (six experts per year over three years) to facilitate the work between the firm to be hired by the MET and that to be performed by the Ministry itself. This activity would build on the experience with the revision of the curricula for core subjects in school levels 1 to 8, which is currently supported by the Parent Project and a technical assistance from the World Bank.

The revision of the curricula for school/class levels 9 to 13 will build upon and extend the new curriculum framework for class levels 1 to 8, which was approved in 2023, and will help to address challenges related to students with special education needs, girls subject to sexual harassment, gender-based violence (GBV) and early marriage or pregnancy, as well as boys at risk of dropping out of schools. A key component of the curriculum framework is the systematic inclusion of cross-cutting themes in subjects across the curriculum, which was not observed in the previous curriculum framework (2008 to 2012). Two of these cross-cutting themes are inclusive education and gender. These themes are addressed through focused

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²⁹ The development of the curriculum for climate education will be supported by a separate project (a grant) from the Green Climate Fund (GCF) that is being prepared by Save the Children Australia and the Ministry of Education and Training – the Building the Climate Resilience of Children and Communities through the Education Sector.

inclusive education practices, gender sensitivity messages and information, and the adoption of gender-responsive pedagogy through the teacher training element that is designed to prepare teachers to implement the revised curricula. In both cases, teachers will be introduced to key concepts and strategies through interactive training techniques, such as self-reflective exercises, cases studies, scenarios and role play that facilitate teachers to confront bias and create a safe and respectful classroom environment. These concepts and strategies will include supporting teachers to explore examples of gender bias in classrooms and develop strategies for using language to promote inclusion, gender awareness and challenge stereotypes. In addition, students' books will include positive images of differently abled people and challenge gender stereotypes through the inclusion of narrative and non-fiction texts that present females succeeding in non-traditional roles, for instance. The subject syllabuses and teacher guides will also reinforce positive approaches to inclusive education and gender sensitive pedagogy.

The issue of boys at risk of dropping out of schools will be addressed through the revision of resources that can lead to high employment opportunities, such as agriculture, creative technology, and industrial arts. These resources will include an explicit focus on career education and entrepreneurship so that students have more understanding of the pathways open to them and of the value of persevering with their education rather than dropping out of schools.

- Assessment of learning outcomes. This subcomponent would support the improvement of the existing high-stake secondary education exam in alignment with the revised curricula and international good practices. One international specialist would be hired through this activity to provide the MET with technical assistance to improve the exam in reference.
- **Professional development (PD) of teachers.** This subcomponent would support the development and implementation of an <u>in-service program for the PD of primary and secondary education teachers</u> and their <u>coaching</u>. This program would include (a) observations of teachers in classrooms by using an adapted TEACH tool, (b) development of training materials to address the areas for improvement as identified by the classroom observations, (c) training of teachers to address these areas for improvement, and (d) parallel coaching of teachers to improve their teaching practices throughout the school year.

The following two specific training activities to be delivered through the program were already identified by the MET to address existing weaknesses observed in Tonga's education system: (a) students' foundational literacy and numeracy, and (b) tailored academic support to boys who are at risk of dropping out of schools. Training materials for utilization in this program would include messages and information to help prevent the issue on the corporal punishment of students by their teachers. Moreover, inclusive pedagogical practices to teach students with special education needs would be promoted through this PD program. The training and coaching of primary education teachers may be delivered by existing MET's Field Officers (there are around 70 officers nationwide) or outsourced to a specialized organization/consultant(s). Should classroom observations unveil a need to enhance teachers'



content knowledge, cluster-based and school-based training would be supported through the program.³⁰

This subcomponent would also support a technical assistance for the review of the existing <u>pre-service program for teacher PD</u> considering the revised curricula and international good practices. Special attention would be placed in the review of this program's feature on the preparation of teachers for developing students' foundational literacy and numeracy skills.

• Students counseling. This subcomponent would support the design and implementation of a counseling program to help address selected critical social and gender-related issues currently observed in Tonga that affect its education system directly or indirectly. The issues to be addressed through the counseling program should be clearly defined in the Project Operations Manual (POM) (the program boundaries setting) and include GBV, early marriage or pregnancy, sexual harassment, and corporal punishment of students by their teachers.

Moreover, the counseling program would help teachers and school staff identify students at risk of dropping out of schools, which has been an issue mostly observed among male secondary education students (boys) over the past few years. At-dropout-risk students would receive non-academic support (e.g., advice on strategies on perseverance and results orientation, and sharing of information on the benefits of and returns to education) through the counseling program.³¹

High school tutors are being considered by the MET to be eventually supported through training to become school counselors under the proposed program. To the extent possible, this program could provide students with referrals for attending out-of-school services including health and social protection. This program would include an end-of-school-year session for the enrichment of students in need of an enhanced non-academic support.

Activities to be supported would include technical assistance for designing the program, trainings, as well as its operating costs over three years of implementation.

• Communication campaigns. This subcomponent would support the design and implementation of campaigns to (a) prevent vandalism in schools (of school laboratories, for instance), (b) avoid the corporal punishment of students by their teachers, (c) enhance students' climate consciousness, and (d) promote the early development and stimulation program supported by the subcomponent 2.3.2 (see information on it below). These campaigns will be designed and implemented with the participation of the communities surrounding beneficiary schools.

³⁰ School- and cluster-based are appropriate approaches to teacher PD in contexts where logistical challenges make mass trainings difficult or where it is not feasible to have a coach into every classroom. World Bank. (2021). Structuring and Supporting School- and Cluster-Based Continuous Professional Development: a Technical Guidance Note.

³¹ School counseling programs can be effective approaches to help schools prevent and reduce dropouts. UNICEF. (2020). Promoting and Protecting Mental Health in Schools.

- 26. Subcomponent 2.4 Improving Learning and Teaching Conditions (US\$ 2,095,000 being US\$ 1,835,000 from the GPE MFG and US\$ 260,000 from the PPIUF Grant): this subcomponent would be added to support the improvement of literacy and numeracy in early childhood, primary and secondary education through the purchase and distribution of equipment and teaching and learning resources to selected schools as detailed below. Male students at risk of dropping out of schools would benefit from this component through improved learning and teaching conditions.
- Purchase and distribution of equipment for the establishment of science corners in 20 government primary schools that offer Forms 1 and 2 (middle schools), as well as science laboratories in all 7 government high schools nationwide and 8 nongovernment high schools (1 per existing system) in Tongatapu. Teachers will be trained in the effective utilization of the science corners including through inclusive pedagogies under component 2.3. It is expected that male students at risk of dropping out of schools would benefit from the improved learning and teaching conditions resulting from the implementation of this activity and similar ones below.
- Purchase and distribution of **ICT equipment** (sets/boxes of 20 laptops with a router) for ICT teaching in all 7 government high schools nationwide and 8 nongovernment high schools (1 per existing system) in Tongatapu. Nongovernment highs schools to benefit from this activity would be selected based on enrollment criteria such as the number of currently enrolled students and schools' capacity to enroll additional students. MET will prepare such criteria and discuss that with the World Bank ahead of the launch of this activity. This activity would also finance the purchase and distribution of air conditioners 1 for each of the 15 beneficiary high schools and data packages for Internet access in these high schools.
- Purchase and distribution of **laptops and projectors** for teaching and learning in 32 government middle schools located in Tongatapu (6 laptops and 4 projectors for 4 large schools, and 4 laptops and 2 projectors for the other 28 schools). This activity would also finance the purchase of metal cabinets for the safe storage of the mentioned equipment in each beneficiary middle school. It would contribute to improved teaching conditions through the utilization of the mentioned equipment in classrooms. Teachers would be trained in the effective utilization of this equipment and inclusive pedagogies under component 2.3.
- Purchase and distribution to **outdoor playground equipment, as well as indoor play zones** and teaching and learning resources to 46 primary government schools located across the country that deliver the 1st year of ECE. The former would include swing sets, climbing stations, jumping stations, water play stations, and balance-coordination stations. The latter would include literacy zones (i.e., bookshelves, folding tables, playmats, alphabet mats, etc), discovery zones (i.e., farm animal counter, ocean animal counter, etc), arts zones (i.e., water paint in different colors, glitter shaker, etc), family corner, wooden blocks, puzzle sets, abacus, and storage shelves.
- 27. *TSRSP Component 4 Project Management.* This component of the TSRSP will be expanded through this AF to support the management, monitoring and evaluation of the abovementioned

activities (subcomponents 2.3 and 2.4). An amount of US\$ 184,000 from the GPE MFG will support the day-to-day management of the implementation of the additional activities and their monitoring and evaluation. One individual consultant will be hired to provide technical and operational support to the MET throughout the implementation of these activities. This consultant (the Education Assistant) will be a member of the TSRSP Project Management Unit (PMU) and will have his/her salary financed by the GPE MFG. It is important to note that US\$ 1,000,000 from the IDA Grant that will co-finance this AF will be added to this component as well, given the expansion of the activities on the management of the implementation of civil works to be funded by this source.

System Transformation

28. Tonga's partnership compact highlights the GoT's commitment to transform education through a systems approach. The priority reform identified in the partnership compact is to 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 activities proposed for support through the 2nd AF are aligned with this priority reform as shown in the illustration below. The system transformation approach embedded in this AF is reflected in its the support to: (a) the revision of the secondary education curricula, (b) the improvement of the teachers training program for teachers to be capable of fostering the development of their students' foundational literacy and numeracy skills, (c) male students at risk of dropping out of schools, as well as (d) female students who are exposed to the risks of GBV and early marriage or pregnancy, as well as sexual harassment. Moreover, the IDA Grant's support through the 2nd AF will strengthen the resilience of the education system for it to able to deliver during times of calamities.

Figure 1. System Transformation in Alignment with the Country's Priority Reform

2.3 - Supporting Quality Primary and Secondary	Improve literacy in primary education schools
Education	Improve numeracy in secondary education schools
	Focus on male students, boys and girls from poor households, and children with disabilities
2.4 Improving Learning and	Improve literacy in early childhood education
Teaching Conditions	Improve literacy in primary education schools
	Improve numeracy in secondary education schools
	Focus on children with disabilities

Implementation Arrangements

29. The MET will be the implementing agency for the proposed activities mentioned in this paper. The matrix below describes MET's units responsible for the implementation of each subcomponent. Grant financial management and procurement will be exercised centrally, i.e., by the MET. The TSRSP's PMU will be responsible for the overall management of the additional subcomponents, financial management, procurement, monitoring and evaluation, and the compliance with the applicable environmental and social safeguards. One Education Assistant would be hired by the MET through the GPE MFG to provide technical and operational support to the implementation of the proposed AF's subcomponents.

Matrix 1. MET Units' Responsibilities

Component/Subcomponent	MET's Units Responsible for Grant			
	Implementation			
Supporting Quality Primary and	Primary Education Division,			
Secondary Education	Secondary Education Division,			
	Curriculum Development Unit,			
	Examination and Assessment Unit			
Improving Learning and Teaching	Primary Education Division,			
Conditions	Secondary Education Division			
Grant Management, Monitoring and	Project Management and Coordination			
Evaluation	Division,			
	TSRSP's PMU			

30. Reporting. The World Bank will prepare an Implementation Status and Results Report (ISR) for the TSRSP that will inform about the implementation of the GPE MFG and PPIUF Grant as well upon completion of each implementation support mission, which is planned to be carried out every four to six months. Additionally, the MET through the PMU for the TSRSP will prepare quarterly Interim Unaudited Financial Reports (IFR) which must be submitted to the World Bank within 45 days of the end of each reporting period through the World Bank's Client Connection system. These reports must be in a format acceptable to the World Bank and disclose grant progress on a subcomponent basis for the current period, financial year-to-date, and cumulative. In addition, the current approved grant budget amounts and unused commitments will be stated in these reports to provide information on actual compared to planned expenditures, and total committed funds compared to the current value of the total approved financing. Moreover, the World Bank will prepare an Implementation Completion and Results Report (ICR) for the TSRSP including all its funding sources at the end of the project implementation. The ICR is the World Bank's main selfevaluation instrument, which is prepared at the close of an operation to: (a) provide accountability for and transparency on the performance and results of the operation; and (b) capture and disseminate experience from operational design and implementation to improve the design and implementation of future interventions. The ICR covers, among other things, the degree to which the Project Development Objective and results were achieved and provides lessons learned.

Financing Model

- 31. The proposed AF would finance inputs. It does not include a results-based financing (RBF) subcomponent. The reasons why an RBF subcomponent is not proposed under this AF are the following: (i) the GoT is not used to RBF mechanisms, (ii) MET's institutional capacity is in the process of being enhanced, and (iii) the size of the Grant is not large enough that could justify both mechanisms being used together inputs financing and RBF. Nevertheless, the concept and benefits of RBF were presented and discussed with the GoT throughout the AF preparation process, which served as a first exercise to build capacity in this area.
- 32. The GPE Grant and PPIUF Grant will co-finance the new subcomponents supported by the AF. The funds allocation from the latter is much smaller than the former's amount, so it will co-finance only two new activities, in fact. The tables below show what each source of funds will finance. The utilization of funds from the GPE MFG will be prioritized over the funds from the PPIUF Grant for the activities that these two sources will co-finance (as per table below), and this requirement will be stated in the POM.

Table 2a. Allocation of GPE and PPIUF Funds per Activity (Amounts in USD)

Subcomponent - Activity	GPE MFG	PPIUF	Total
2.4 - Equipping high schools	0	260,000	260,000
2.3 - Revision of the Curricula	1,812,000	1,240,000	3,052,000
2.4 - Equipping middle and high schools	1,005,000	0	1,005,000
2.4 - Equipping preschools	830,000	0	830,000
2.3 - Professional development of teachers	515,000	0	515,000
2.3 - Improvement of student assessments	80,000	0	80,000
2.3 - Student counseling program	240,000	0	240,000
2.3 - Communication campaigns	84,000	0	84,000
4 - Project management	184,000	0	184,000
Total	4,750,000	1,500,000	6,250,000

Table 2b. Allocation of Funds per Component the Including IDA Grant (Amounts in USD)

Components/Subcomponents	GPE MFG	PPIUF Grant	IDA Grant
Component 1 – Improving Safety and	0	0	21,000,000
Resilience of Education Facilities			
Subcomponent 2.3 - Supporting Quality	2,731,000	1,240,000	0
Primary and Secondary Education			
Subcomponent 2.4 - Improving Learning	1,835,000	260,000	
and Teaching Conditions			
Component 4 – Project Management	184,000	0	1,000,000
Total	4,750,000	1,500,000	22,000,000

Closing Date

33. The current TSRSP's Closing Date is September 30, 2027. The 1st AF of June 2022 did not change the TSRSP Closing Date. The 2nd AF would extend the Project Closing Date by 12 months (it would change to September 30, 2028) to allow for the implementation of the proposed activities mainly the revision of the curricula for class levels 9 to 13, which includes the training of teachers in the revised curricula, and the comprehensive overall teacher training program proposed under subcomponent 2.3.1.

III. KEY RISKS

34. The proposed AF will not change the overall project risk, which would remain moderate. The risk on the institutional capacity for implementation and sustainability would stand substantial with the additional activities. To mitigate this risk, the proposed AF would support technical assistance to enhance MET's capacity in areas including curricula development and teacher training, as well as the salaries of a dedicated Education Assistant to help implement the proposed activities. Moreover, the fiduciary risk would stand substantial with the additional activities, and, to mitigate this risk, the proposed AF would finance the salaries of additional Procurement and FM Specialists to address the issue on the increased fiduciary work.

IV. APPRAISAL SUMMARY

A. Technical

- 35. As mentioned in the background section of this paper, the most critical issues currently observed in Tonga's education system include low access to quality ECE and basic education. The proposed AF includes activities that would help the MET address this critical challenged observed in both subsectors. On the former, subcomponent 2.4 would support the improvement of existing preschools for better delivery of play-based ECE services. On the latter, subcomponents 2.3 and 2.4 would support MET's programs to improve the quality of primary and secondary education mainly through the revision of the curricula for class levels 9 to 13, training of teachers in the revised curricula, as well as a comprehensive and evidence-based in-service teacher training program.
- 36. Therefore, the proposed AF is technically sound. It is also responsive to Tonga's partnership compact. Tonga's partnership compact was developed by a task team led by the MET which included representatives from donors, academia, and non-government education systems. It was reviewed and endorsed by the Local Education Group (LEG) and submitted to the GPE in November 2023. The strategic parameters for the GPE's support to Tonga were approved by the GPE Board in February 2024. The priority reform identified in the partnership compact is to 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 proposed activities are aligned with this priority reform.

37. The preparation of the GPE MFG proposal has been conducted under a consultative process since September 2023. Multiple rounds of discussions and consultations of the grant proposal with the LEG took place since the start of the process in September 2023. The multiple and constructive consultations culminated with the endorsement of the GPE MFG proposal by the LEG on April 24, 2024.

B. Financial Management (FM)

- 38. The TSRSP PMU would be responsible for the FM function for the implementation of the proposed AF. One additional FM Specialist would be hired by MET to join the TSRSP PMU considering the expansion of the FM work related to this AF. The FM of the proposed additional activities would be performed in accordance with the *procedures applicable to any World Bank-supported project*. A preliminary FM capacity assessment was conducted by the World Bank in February 2024, and it concluded that the FM chapter of the current POM of the TSRSP should be updated and submitted to the World Bank for review ahead of the AF's effectiveness, and the TSRSP's FM system should be able to generate consolidated financial reports considering the two new sources associated with this AF.
- 39. Audits. It will be required that an audit of the annual financial statements of the GPE MFG and PPIUF Grant is performed by an auditor acceptable to the World Bank together with the audit of the annual financial statements of the IDA Grant. The audited grant annual financial statements will have to be submitted to the World Bank within six months of the end of each reporting period through the World Bank's Client Connection system. The Tonga Audit Office is the acceptable auditor for World Bank-financed projects in Tonga. The auditors will be required to provide a detailed management letter containing their assessment of the internal controls, accounting system, and compliance with financial covenants in the Legal Agreements. The audited grant financial statements (excluding the management letter) must be publicly disclosed in a timely manner by the MET.

C. Procurement

- 40. The TSRSP PMU would be responsible for the procurement function for the implementation of the proposed AF. One additional Procurement Specialist would be hired by MET to join the TSRSP PMU considering the expansion of the procurement work related to this AF. All procurement to be conducted through the proposed AF would be performed in accordance with the World Bank Procurement Regulations for Investment Project Financing Borrowers issued in July 2016 and its subsequent revisions including the Fifth Edition dated September 2023.
- 41. The Project Procurement Strategy for Development (PPSD) of the TSRSP was revised to reflect the procurement related to the proposed AF. It includes the initial version of the Grant Plan Procurement Plan that shows 11 activities estimated at US\$ 4.4 million including the procurement of consulting services (totaling around US\$ 2.8 million) and procurement of equipment (totaling around US\$ 1.8 million). Additionally, the Procurement Plan indicates that 10 activities estimated at USD 2.7 million are to be procured using competitive methods. The revised PPSD can be found

in Annex 1 to this paper.

D. Environmental and Social (E&S)

- 42. The E&S risks associated with the proposed activities are limited and largely relate to the procurement and installation of equipment for science laboratories, ICT equipment, projectors, and playground equipment. The Environmental and Social Management Plan for TSRSP was updated to include measures to address potential E&S risks and impacts including requirements to consider and plan for the management of end-of-life e-waste and other equipment at the time of procurement, requirements for safe installation and use of playground equipment, training requirements to facilitate the safe use of laboratory equipment, and measures to ensure safe storage of chemicals for science teaching including the procurement of appropriate storage cabinets.
- 43. Sporadic instances of punishment of students by teachers occur in Tonga. Subcomponent 2.3 includes activities to help address the potential risks to beneficiaries associated with the issue of corporal punishment observed in Tongan schools, including the following: (a) training materials for the professional development of teachers will include messages and information to help prevent corporal punishment; (b) the design of the counselling program for students will address issues in relation to corporate punishment; and (c) communication campaigns will include messages in relation to corporal punishment. Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH) risks associated with the proposed Grants have been assessed as low and will be addressed through standard prevention and response measures.

V. WORLD BANK GRIEVANCE REDRESS

44. *Grievance Redress*. Communities and individuals who believe that they are adversely affected by a project supported by the World Bank may submit complaints to existing project-level grievance mechanisms or the Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the Bank's independent Accountability Mechanism. The Accountability Mechanism houses the Inspection Panel, which determines whether harm occurred, or could occur, as a result of Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted to the Accountability Mechanism at any time after concerns have been brought directly to the attention of Bank Management and after Management has been given an opportunity to respond. For information on how to submit complaints to the Bank's Grievance Redress Service (GRS), please visit http://www.worldbank.org/GRS. For information on how to submit complaints to the Bank's Accountability Mechanism, please visit https://accountability.worldbank.org.

VI. RESULTS FRAMEWORK

45. The TSRSP results framework will be revised to include indicators to measure the progress in the implementation of the activities proposed for support through the GPE and PPIUF Grants. The indicators, whose targets are cumulative, presented in the table below will be included in the wider TSRSP results framework.

Table 3. Results Framework

Indicator	Baseline	Intermediate Targets (Cumulative)				End Target
		2024	2025	2026	2027	2028 (Cumulative)
Project Development Outcome-Level Indicators						
Government primary and secondary education teachers delivering the revised curricula in classrooms (Percentage)	0	0	0	50	60	80
Intermediate Results Indicators						
Curricula for selected subjects and class levels revised through the Project (Text)	Curricula revision did not start	Curricula revision did not start	Curricula revision started	Curricula revision is in progress	Curricula revision is completed	Curricula revision is completed
Government primary and secondary education teachers trained in the revised curricula and improved assessments (Number)	0	0	0	700	1,240	1,340
Total number of students supported with better education (Number) (World Bank Corporate Scorecard Indicator)	0	0	0	24,500	26,500	28,500
Total number of female students supported with better education (Number) (subindicator)	0	0	0	12,100	13,100	14,100
Students benefiting from science and/or ICT laboratories improved through the Project (Number)	0	0	2,500	5,000	5,500	6,400
Percentage of selected middle and high schools providing female students with counseling services on early marriage or GBV (Percentage)	0	0	20	40	60	75
Percentage of selected middle and high schools providing male students with counseling service on dropout prevention (Percentage)	0	0	20	40	60	75
Communities, parents and students are informed about the revision of curricula and assessments (Yes/No)	No	No	Yes	Yes	Yes	Yes