



Mid-Term Review:

**Tuvalu Australia Partnership for
Quality Education (TAPQE) Program**

Australian High Commission, Funafuti

February 2025



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List of Abbreviations

Abbreviation	Title
AHC	Australian High Commission
ASET	Australian Support to Education in Tuvalu
AWP	Annual Work Plan
DFA	Direct Funding Agreement
DFAT	Department of Foreign Affairs and Trade (Australia)
EOPO	End of Program Outcome
EQAP	Education Quality and Assessment Program (of the Secretariat of the Pacific Community)
GEDSI	Gender Equality, Disability and Social Inclusion
GPE	Global Partnerships for Education
IDD	Investment Design Document
MEHRD	Ministry of Education and Human Resource Development
MERL	Monitoring, Evaluation, Reporting and Learning
MEYS	Ministry of Education Youth and Sport
MTR	Mid-Term Review
PILNA	Pacific Islands Literacy and Numeracy Assessment
TAPQE	Tuvalu Australia Partnership for Quality Education
TESP	Tuvalu Education Sector Plan
TVET	Technical Vocational Education and Training
TVSD	Technical Vocational Skill Development
UNICEF	United Nations International Children's Emergency Fund



Executive Summary

The Tuvalu Australia Partnership for Quality Education (TAPQE) Program is a five-year program (\$10 million over 5 years 2022/23-2026/27), with provision for an extension of another five years. It is funded by the Government of Australia's Department of Foreign Affairs and Trade (DFAT) and implemented in cooperation with the Government of Tuvalu.

The TAPQE Program is focused on addressing some of the education challenges in Tuvalu as reflected in its (TAPQE) End of Program Outcomes:

- EOPO 1: Improved numeracy and literacy outcomes for both girls and boys (Years 1-10), including children with disabilities.
- EOPO 2: Improved relevance and quality of secondary school teaching and pathways to employment and further education opportunities for both girls and boys, including learners with disabilities; and
- EOPO 3: Strengthened Ministry of Education, Youth & Sports (now Ministry of Education & Human Resources Development) personnel and systems so that service delivery is more inclusive, evidence-based and efficient.

The contract with the managing contractor, Tetra Tech International Development Pty Ltd, was signed in November 2022.

The Mid-Term Review (MTR) was designed to answer five key questions:

- 1) To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?
- 2) To what extent is the TAPQE Program on track to achieve its three End of Program Outcomes?
- 3) To what extent is the TAPQE Program using resources efficiently to achieve its End of Program Outcomes?
- 4) To what extent are the TAPQE Program's GEDSI and Climate Change ambitions, approaches and achievements adequate against program logic and design, and current DFAT policies?
- 5) To what extent are the MEL arrangements fit for purpose?

The evaluation plan ([Annex 2](#)), which was submitted to the Australian High Commission (AHC) in Funafuti, Tuvalu on 23 January 2025, sets out the approach taken for the MTR. The main sources of data for the review were documents provided by the TAPQE Program and interviews with key stakeholders.

An initial review was completed using a set of documents provided by AHC to the review team with key observations and questions recorded against the key questions. Findings from this review were provided to the AHC. Based on the initial review further documents were sought and the Evaluation Plan developed.

Interviews were conducted with stakeholders in-country and remotely (as required). Interview questions were based on the review key questions and sub-questions, providing some structure while also allowing for flexibility in the interview process to benefit from interviewees' expertise and engagement with the program. Where possible and appropriate interviews were recorded.

Based on the documents provided to the MTR team, discussion with the TAPQE team and discussion with a range of stakeholders in Tuvalu (see Annex 4) the MTR team concluded that **the TAPQE Program is engaged**



in appropriate interventions and activities designed to improve education opportunities for Tuvaluan students. The MTR team also found that there are **signs that some improvements are being made**, for example, provision of learning resources, enhancing teacher knowledge and the quality of teaching and assessment, based on activities being implemented and feedback from interviewees.

The MTR team also acknowledge that the TAPQE Program has made **considerable progress with the review and redevelopment of the Tuvalu Education Management Information System (TEMIS)**. The Program has also provided **important support to MEHRD to improve the quality of its reporting** (e.g. finalising the 2023 Statistical Report).

However, notwithstanding the range of activities underway and anecdotal examples of progress being made, the MTR team is **not able to provide a more positive and conclusive judgment about the progress, effectiveness or efficiency of the TAPQE Program**. This is because the **TAPQE Program has not produced a baseline** and, currently, there is **no reporting against TAPQE End of Program Outcomes (EOPOs)**. This also means that the MTR team is **not able to conclude whether the TAPQE Program's GEDSI and Climate Change ambitions, approaches and achievements are adequate**.

The **commitment to align activities** with the Tuvalu Education Sector Plan (TESP III and TESP IV) and Ministry of Education and Human Resource Development (MEHRD) priorities has likely **enhanced Program relevance**. However, the alignment has also resulted in **a degree of dependency of the Program on MEHRD activities and timelines** and has involved the incorporation of the TAPQE MERL Framework into the MEHRD MERL framework. This appears to have resulted in **some loss of Program agency and delays for some Program activities**. This has also contributed to the **TAPQE Program not having a baseline** and the reporting against TAPQE MERL Framework success indicators being quite limited with very few cases of strong evidence that could be used to demonstrate year-to-year change. As a result of these actions the MTR team judged that while the design and intention are substantial, overall, the **TAPQE MEL arrangements are not fit for purpose**.

It is not clear to the MTR team whether the current Program circumstances are the result of an explicit decision(s) by the TAPQE Steering Group or whether it was simply seen as an implementation strategy. Either way, it has meant that the TAPQE Program has not met DFAT requirements and appears to have diminished the TAPQE Program's ability to monitor and analyse Program activity in relation to effectiveness and efficiency.

Building on the preceding observations and the discussion provided in this report the following five recommendations (with associated resourcing considerations) are submitted for consideration by the Funafuti Australian High Commission:

Recommendation 1: Refine EOPOs for greater definition and achievability – TAPQE and DFAT

Current EOPOs 2 and 3 should be reviewed and simplified to provide a more defined and achievable aspiration for the current TAPQE program (by end of April 2025).

For example:

- a. EOPO2 could be amended to focus on one or a combination of:*
 - agreed key actions from those proposed in TVET Ataeao Manuia (TVET Futures)*
 - lower secondary pathways for all students through to senior secondary schooling*
 - development of a meaningful and relevant policy and pathway for students who fail the Year 8 examination.*



- b. *EOPO 3 could be amended to specifically focus on the development and use of the TEMIS, with a corresponding commitment to develop the capacity of MEHRD personnel to undertake evidence-based planning, implementation, monitoring and reporting.*

Recommendation 2: Review, simplify and deliver an updated TAPQE MERL – TAPQE Team

The TAPQE Program should review and simplify the TAPQE MERL Framework and success indicators to provide an implementable Program MERL Plan including:

- a. *clear qualitative and quantitative baseline markers, by indicator, to enable measurement of progress against EOPOs - with a more analytical focus on GEDSI (by end of April 2025)*
- b. *a 2023 TAPQE Program baseline (by end of May 2025)*
- c. *collection and reporting of Program activity and data against (revised) success indicators and Program outcomes (effectiveness), and budget data and analytics by program activity (efficiency), for the 18-month period ending June 2025 (by end of July 2025).*

The review should consider operationalisation of features of the existing MERL Framework such as the ‘performance rubric’, a centralised system to capture evidence against the MERL Plan, and an appropriate and efficient suite of data collection tools, based on those proposed in the current MERL Framework.

The TAPQE Steering Group Terms of Reference state that the Steering Group will “provide high level oversight and governance of the Tuvalu Education Program. It will be a forum to discuss activity performance, emerging issues and implementation risks, strategic direction, and will be a mechanism for regulating high level operational priorities to align TAPQE with strategic outcomes”. Following MTR Recommendations 1 and 2, relating to Program EOPOs and the TAPQE MERL, discussion in this report also raises questions of how the Steering Group could improve its oversight of the TAPQE Program – through a sharper focus on the effectiveness and efficiency of the Program and through improved support from the TAPQE Program.

Recommendation 3: Enhance oversight role and operation of the Steering Group – AHC and TAPQE Team

The Steering Group should take a more active and strategic role in the planning and monitoring of TAPQE Program activities and how they contribute to Program outcomes and contribute to MEHRD objectives. The Steering Group should apply a sharper focus on the effectiveness and efficiency of the delivery, and regular reflection on what’s working well and/or what needs to change to maximise the chance of Program success and achievement of MEHRD outcomes. This recommendation should be in operation from the 2nd Steering Group meeting of 2025.

To do this the Steering Group, guided by the AHC, should review its Terms of Reference, its composition (to determine if additional expertise is required to supplement limited staff resources or to add independent expert perspectives), and its mode of operation to ensure it can provide the required leadership for the TAPQE Program.

The TAPQE team, which is responsible for supporting the Steering Group, will need to ensure that the meeting agenda and supporting papers are fit for purpose and enabling deep and constructive engagement on progress, challenges and emerging opportunities. The TAPQE team should seek external advice on how best to support a strategic leadership group, including support of the chair and for meeting facilitation, to support the Program to work as effectively and efficiently as possible.

Discussion in this report notes amongst other matters that the changing Tuvalu context and that of DFAT Investment priorities, would most likely result in a different design to the one currently in operation. This might include a clear distinction between Ministry capacity development (possibly through embedded staff



and/or the application of a DFA) and provision of services to assist the Ministry to improve teaching and learning. Other discussion in the report (and in TAPQE documents) refers to options for the use of embedded staff, building capabilities and better use of local staff, and optimised use of advisers. Recommendations 4 and 5 propose options for reflecting on and improving TAPQE effectiveness and efficiency.

Recommendation 4: Maximise effective and efficient use of TAPQE personnel resources – TAPQE Team

With a focus on sustainability and localisation, and the capacity challenges confronting MEHRD, the TAPQE Program should investigate the relative cost and program benefit of different profiles of locally engaged staff, international advisers and embedded staff. Options should be presented to the Steering Group for decision, with the analysis of each option in terms of anticipated effectiveness and efficiency. This should be considered by the Steering Group at its 2nd Steering Group meeting of 2025 and implemented from July 2025.

Recommendation 5: Options to update Program design

Given the significant changes to the Tuvalu context and DFAT Investment priorities, the AHC should consider the potential benefits of a new design and tender process for the next phase of this Program, rather than a second five-year extension of the current program.



Introduction

TAPQE Program

Australia has a strong commitment to supporting Tuvalu's education sector through the Tuvalu Australia Partnership for Quality Education (TAPQE) Program (\$10 million over 5 years 2022/23-2026/27), managed by Tetra Tech International Development.

The TAPQE Program is focused on addressing some of the education challenges in Tuvalu as reflected in its (TAPQE) End of Program Outcomes:

- EOPO 1: Improved numeracy and literacy outcomes for both girls and boys (Years 1-10), including children with disabilities.
- EOPO 2: Improved relevance and quality of secondary school teaching and pathways to employment and further education opportunities for both girls and boys, including learners with disabilities; and
- EOPO 3: Strengthened Ministry of Education, Youth & Sports (now Ministry of Education & Human Resources Development) personnel and systems so that service delivery is more inclusive, evidence-based and efficient.

The TAPQE Program follows on from previous years of support (Australian Support to Education in Tuvalu (ASET¹) Program 2018-2022 and the Tuvalu Australia Education Support Program 1997-2004 (TAESP)) and the Australia Awards Scholarships.

The TAPQE Investment Design Document (IDD) was developed during the COVID-19 pandemic, which created challenges for consultation, engagement and negotiation during the development process. The TAPQE Program's IDD has not been finalised².

Inception phase activities commenced in January 2023 and the TAPQE Program was officially launched in May 2024 at the Program's inaugural Steering Committee Meeting. The Program is in the early phase of implementation and its workplan activities are based on the IDD, pending the revision of the IDD to align with Tuvalu's new education sector plan (TESP IV) which is currently being reviewed by Tuvalu's senior education officials.

¹ While the ASET Program was not the subject of this review the MTR team heard very positive feedback about the benefits of that Program and reflections on why activities that worked well for ASET were not a feature of the new (TAPQE) program.

² The 2024 (draft) TAPQE Annual Report (p.25) notes that "Key reference documents, Investment Design Document (IDD) and Tuvalu Education Strategic Plan (TESP IV) remain unfinalised. Both these documents are central to the implementation of TAPQE and program activities and while they remain incomplete pose a risk to the effectiveness of the program." DFAT's International Development Performance and Delivery Framework (p.8) notes that "Investment designs translate strategic intent to impact on the ground. Designs set out the logic between the desired outcomes (intermediate and end of program outcomes), indicative activities and implementation arrangements." For TAPQE a design – implement approach was applied. The services order says, "within 1 month of TAPQE Commencement, the contractor must consult with DFAT and MEYS to review and update if required the IDD".

While the lack of 'approval' of the IDD was raised with the MTR team during the review the risk to Program effectiveness was not apparent. However, the significance of TESP IV for the TAPQE program is acknowledged and is considered in this review.



Mid-Term Review (MTR) Purpose

The Terms of Reference (ToR) for this review, including objectives and scope, are set out in [Annex 1](#).

As set out in the ToR, DFAT has three main objectives for the Mid-Term Review (MTR):

- to help inform the finalisation of the TAPQE Investment Design Document and ensure it remains relevant to Tuvalu's education context, operational environment, and the priorities in the draft TESP IV to strengthen Tuvalu's education systems and outcomes;
- to assess TAPQE's progress towards achieving its End of Program Outcomes (EOPOs), identify what is working well and what needs to be strengthened to achieve the EOPOs; determine whether the current TAPQE MEL Framework and performance reporting is fit for purpose; and
- identify some recommendations for where improvements could be made to drive real changes in student outcomes, including students with disabilities and those most at risk of falling behind and/or in need of assistance.

The primary audience for the MTR report is the AHC³ and relevant DFAT officers, senior officials of Tuvalu's MEHRD of Education and the TAPQE Program team including Tetra Tech management.

The review team comprises:

- Robert Randall – independent education sector specialist (Team Leader)
- Alex Gruenewald – external MEL specialist
- Setareki Macanawai – external GEDSI specialist
- Michael Currie – DFAT Assistant Director, Education
- Georgie Neely – DFAT policy officer, Tuvalu Desk

Methodology

The evaluation followed the approach outlined in the evaluation plan ([Annex 2](#)) which was submitted to the AHC on 23 January 2025.

The MTR was designed to answer a set of key questions, namely:

- 1) To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?
- 2) To what extent is the TAPQE Program on track to achieve its three End of Program Outcomes?
- 3) To what extent is the TAPQE Program using resources efficiently to achieve its End of Program Outcomes?
- 4) To what extent are the TAPQE Program's GEDSI and Climate Change ambitions, approaches and achievements adequate against program logic and design, and current DFAT policies?
- 5) To what extent are the MEL arrangements fit for purpose?

³ The MTR team found that the AHC Tuvalu team is small with a significant scope of responsibility, which is increasing under the Falepili Union. Recommendations in this report assume that there is capacity for the AHC team to exert sophisticated and granular supervision of the education program. Options to strengthen the current team, in the absence of additional in-country personnel, include stronger ties with DFAT Australia staff and/or provision of an ongoing independent expert advisory resource.



The main sources of data for the review were documents and interviews with key stakeholders. For a full list of the documents reviewed see [Annex 3](#), and for a full list of people interviewed see [Annex 4](#).

A set of documents was initially provided by the AHC. Key observations and questions arising from the initial document review were recorded against the key questions. Findings from this initial document review were provided to the AHC and were used to identify further documents to address the review's key questions and to target in-country interviews.

Twenty interviews were conducted with a wide range of stakeholders in-country and in some cases remotely (as required). Interview questions were based on the Review key questions and sub-questions, providing some structure while also allowing for flexibility in the interview process to benefit from interviewees' expertise and engagement with the Program. Where possible and appropriate interviews were recorded.

During the Review the TAPQE Program team worked to respond to questions raised by the MTR team and to address gaps observed by the MTR team, reflecting a capacity for a 'real-time adaptive' approach necessitated by the tight timeframe set for the MTR to support the TESP IV finalisation.

Where available quantitative and qualitative data has been used to inform the review process and findings against key questions. No new quantitative data was sought or gathered.

Limitations

There were some limitations to the nature of the Mid-Term Review process. These included:

- The MTR team only visited Funafuti with no visit to outer islands.
- Most of the TAPQE executive team were not in country at the time of the MTR visit.
- Most TAPQE Technical Advisers were not in country and the MERL Adviser was not available due to a health issue.
- Just prior to the MTR visit a decision was taken by Ministry officials to visit outer islands, meaning that some key, planned interviews had to be conducted virtually.
- Poor bandwidth did impact some of the interviews that were not able to be conducted in person.

Some of these limitations highlighted some of the challenges that TAPQE and others currently face in Tuvalu, and some were exacerbated by the tight timeframe within which the MTR was initiated and undertaken.

While the limitations did constrain the nature of discussion with some personnel, including the ability to continue discussion or follow up on matters with individuals, the review process did provide opportunities for TAPQE to respond to questions and to provide additional information.



Findings

This section of the report provides a response to each evaluation question posed in the Terms of Reference.

Relevance

- 1. To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?*

Summary response to the ‘relevance’ review question

Based on the documents provided to the Review, discussion with the TAPQE team and, most significantly, discussion with a range of stakeholders in Tuvalu (see Annex 4) the **TAPQE Program is engaged in appropriate interventions and activities** designed to improve education opportunities for Tuvaluan students.

The key driver for TAPQE planning and operation is the TESP IV and MEHRD priorities as evident in the *2024 TAPQE Annual Workplan*⁴.

As a result of this focus on TESP IV and MEHRD priorities the Program is designing and delivering ‘interim’ activities. The MTR team understands that a transition, from TAPQE Program activities, outcomes and reporting to MEHRD TESP IV activities and monitoring, is forthcoming as evident in a footnote to discussion, in the *TAPQE MERL Framework (Interim)*⁵.

The review found that while the Program’s commitment to align activities with TESP and MEHRD priorities was designed to build MEHRD capability and has contributed to greater relevance it has resulted in some loss of Program agency, and delays in some TAPQE activities, including in Program MEL activities, due to dependencies with the Ministry. In addition to delays in activities a significant impact is that the **TAPQE Program has not produced a baseline** and, currently, there is **no reporting against TAPQE EOPOs**. See discussion on this matter under Review Question 5 on p.24.

- a. Are the key assumptions underpinning the program logic and theory of change still relevant? Do other factors need to be considered to reflect the current Tuvaluan education context and Australia’s current International Development Policy?*

The assumptions underpinning the Program logic and the theory of change used for the design and operation of the TAPQE Program are consistent with what was found during the MTR. However, the MTR team agreed that the nature and extent of the assumptions and the complexity of the theory of change increased the challenge and degree of difficulty for the Program from the outset. With the benefit of hindsight, the Program might have undertaken some analysis to test whether the assumptions would hold or to systematically plan to mitigate the consequences of them not holding.

⁴ The TAPQE 2024 Annual Workplan is ‘the product of collaborative planning and in-depth consultations with MEHRD Department of Education units and leadership and Ministry Development Partners (DPs) including the World Bank (WB), Education Quality and Assessment Program (EQAP), Global Partnerships for Education (GPE) and UNICEF (United Nations International Children’s Emergency Fund)’ (p.1).

⁵ “TAPQE indicative intermediate outcomes remain until MEHRD’s TESP IV and associated results framework are developed. A process of program logic alignment will occur once TESP IV is available” (p.4).



The TAPQE Program activities (by Intermediate Outcomes) all appear technically sound and politically feasible when they are standalone. However, given the breadth of coverage, the ability of the Program to adequately address the full suite appears to be another matter. Again, with the benefit of hindsight, the Program might have considered some prioritisation and sequencing of activities to reflect the context and MEHRD capacity.

Alignment of Tuvalu strategic directions and development partner programs

The draft Tuvalu Education Sector Plan IV (TESP IV) sets out a rationale and an approach ‘for achieving general improvement to Tuvalu’s education sector, and effectively tackling the challenges and needs identified during the education sector analysis’ (p.11). The TAPQE Program has contributed to the development of the Plan and the *2024 (draft) TAPQE Annual Report* notes that ‘With the finalisation of TESP IV in 2025, TAPQE will assist MEHRD in implementing and monitoring the strategy under a unified MERL framework.’ (p.4)

The Tuvalu *Partnership Compact for Education Reform* (2024)⁶ sets goals for priority reform, sets out key needs and sets out an approach to address these reforms and needs.

With the imminent approval of TESP IV consideration might be given to whether the expectation that ‘TAPQE will align and integrate interventions based on TESP IV whilst building the capacity of MEYS officers and systems to manage the reform’ might be addressed slightly differently, with more explicit attention on the two components with a clear focus on agency and responsibility.

For example, the first component might focus on activities that directly contribute to TESP IV strategies (e.g. policy development as per TESP IV, professional development, teaching and learning resources, and development of TEMIS), with clear specification of the need, the timeframe and what success looks like for each TAPQE activity. The second component might focus on capacity development of Ministry officials and systems in response to a capability analysis of the Ministry and key personnel within the Ministry (like the one undertaken by TAPQE in 2024). The second approach might include the provision for embedded staff and the option of a Direct Funding Agreement (DFA).

This alternative alignment would reinforce that the **Ministry is responsible for driving educational improvement in Tuvalu** while drawing on a capability development program and a service delivery program.

Interdependence between TAPQE and MEHRD, and MEHRD’s capacity to respond

The TAPQE MERL Framework (*Interim*) (p.14) observes that:

*TAPQE is premised on the understanding that **education service delivery is a core responsibility** of GoT through MEHRD and that education is the most effective means for providing equitable outcomes for all. TAPQE places **MEHRD at the centre to lead and coordinate education** reform with TAPQE providing **technical and capacity building support** in strategic priorities that MEHRD, through the TAPQE Steering Committee, endorses.*

⁶ The Compact ‘defines the Priority Reform for system transformation in Tuvalu during the period of 2024-2028, in order to ensure equitable access to quality education for learners of all ages’ (p.1) which takes account of ‘key needs identified through a number of consultative and development activities within MEHRD and with stakeholders and partners’ (p.1) and which sets out a set of interventions which ‘reflect a package of policy shifts in education that will require mobilization of Government, Development Partners, teachers, parents, students, and school communities’ (p.2).



The TAPQE Theory of Change (p.14) is structured in the form:

- The TAPQE theory of change assumes that if MEHRD ...
- And with TAPQE support, MEHRD ...
- Then the EOPOs will be achieved.

The complexity of the theory of change becomes evident through consideration of the **assumptions about MEHRD** which include, amongst other assumptions, that MEHRD:

- 'has the capacity to work with the program team on the effective design to and support implementation of TAPQE activities'
- 'identifies funding for teacher aides for children with disabilities'
- 'harmonises the GoT, TAPQE, EQAP and other investments in the education sector'
- 'implements an effective and unified MERL framework ...'.

The theory of change appears to be stating that **TAPQE Program success is highly dependent** on MEHRD activities and capabilities (some of which have been taken up as TAPQE or DP activities). However, it is not clear if the Program undertook any analysis to test whether the assumptions would hold or to systematically plan to mitigate the consequences of them not holding – through prioritisation and sequencing of activities, planning and implementing short sharp activities to consolidate the assumption and/or embedding staff within the Ministry.

Another key assumption (and program dependency) relevant to the program logic is described in the section on Monitoring and Evaluation (p.19):

The TAPQE theory of change and program logic articulates the key outcomes expected to be achieved by the program. Yet, to document and determine the program's success in achieving its intended outcomes depends on stronger Monitoring Evaluation Research and Learning (MERL) practices and systems at MEHRD as supported by the investment.

This somewhat circular observation by TAPQE reinforces the complexity and interdependence built into the Program.

This and other design assumptions raise the question of **complexity of the design and implications (and risks) for Program implementation and progress** towards IOs and EOPOs – for example, the interdependence between the Program and MEHRD alongside the gaps in MEHRD staff and capacity.

Unsurprisingly Section Nine in the IDD on 'Risk management and safeguards' has the first 'most important identified risk' as being '*Program implementation is delayed or DFA funding⁷ (if used) is not fully utilised due to limited MEYS staff numbers and technical skills/knowledge*' accompanied by an explicit mitigation strategy⁸.

⁷ In the first two years of the Program the DFA option has not been actioned.

⁸ '*To respond to this risk, the program design incorporates both flexible technical advisory support in the development of policies, systems and activities, as well as capacity supplementation and development activities for MEYS. The DFA will enable MEYS to recruit additional local staff that can over time be absorbed into routine Ministry operational expenditure. Strong program coordination skills in TSU, as well as careful monitoring of program progress and performance will help inform discussions about implementation challenges and allow the identification of remedial actions.*' (p.29).



The MTR has not found strong evidence of 'careful monitoring of program progress and performance' and has observed that the **Program has reported limitations and delays** with activities due to MEHRD engagement and decision-making. Given this, the question arises as to why the proposed risk mitigation strategy has not been applied. More generally, it raises the question of whether and how the **features of the Program could be modified to increase clarity** about what is to be achieved by whom. Starting points for this might be **refinement of the EOPOs** and **simplification of the Theory of Change** to remove the MEHRD dependency and establish clarity about the specific technical or capability activities which the Program will undertake (to what quality and within what timeframe). Under current circumstances, the **Program Steering Group may need to assume greater responsibility** for the setting and monitoring of such activities.

Current Australian development policy

Australia's International Development Policy released in August 2023 provides an updated expectation on how Australia's development program 'will meet the critical needs of our partners, while also supporting Australia's national interests and the interests we share with our region.' (p.7).

Key elements of this new policy (p.48) include:

- Development Partnership Plans will identify where Australia can add value to a country's national development priorities and how we work with other development actors.
- ... the indicator framework will reinforce implementation of the priorities of the policy, including indicators to track results directly attributable to Australian development efforts.
- Investments over AUD3m must include a gender equality objective and from 2024-25 a climate change objective.

The TAPQE Program Planning and MERL activities explicitly address GEDSI and Climate Change, however, the MTR review provides an opportunity to **review the EOPOs** (DFAT Design and monitoring, evaluation and learning standards p.29) to ensure the **Program incorporates current DFAT development expectations** and opportunities. See further discussion on this in Recommendation 1, in the previous section on 'interdependence' (p.10) and in relation to Review Question 2 (p.13).

b. To what extent does the Program align with TESP IV priorities, MEHRD priorities and with other partner programs?

There is strong alignment between the TAPQE Program and TESP IV, MEHRD priorities and with other partner programs – by design. This alignment creates opportunities for overall simplification of planning and implementation and increased effectiveness and efficiency.

The Executive Summary of the *2024 TAPQE Annual Work Plan* focuses on **alignment⁹ of MEHRD and TAPQE planning** and the need to consider adjustments to the Work Plan once TESP IV is finalised.

⁹ Ensuring 'that both MEHRD and TAPQE planning and co-dependencies can be aligned, in particular the finalisation by MEHRD of the Tuvalu Education Sector Strategic Plan IV (TESP), the National Curriculum Roadmap by MEHRD, and the Global Partnership for Education (GPE) Compact' (p.1)



Reflecting this planned alignment the *TAPQE MERL Framework (Interim)* notes an ‘Interim MERL approach’¹⁰ and includes an illustration of the alignment between the TAPQE program logic and the Tuvalu GPE Partnership Compact for Education Reform (November 2023).

The Director of Education in his interview with the MTR team acknowledged the ‘very broad area encompassed by the TAPQE (Program) including literacy, numeracy and supporting the Education Department in those different components ... assistance with our human resource plan, the workforce plan ... also the TEMIS ... the MEL and assisting us to complete the TESP IV’. He was explicit in acknowledging the **‘benefits that we received from the services provided by TAPQE’**.

c. How well is the Program aligned with the needs of the target beneficiaries?

The Program EOPOs and IOs refer to **boys and girls, children with disability, and Ministry personnel**. The IOs refer to **teachers, primary schools, head teachers, communities, students, and secondary schools**. There is also an implied reference to out-of-school children. The *TAPQE MERL Framework (Interim)* includes two references to ‘beneficiaries’. One (p.6) being ‘This means TAPQE will use locally led, inclusive and participatory ways of engaging local actors and program beneficiaries.’

There does not appear to be any more specific discussion of, or reference to, program beneficiaries beyond this level. The apparent lack of more specific consideration raises questions about ‘lost opportunities’ to target and/or report more specifically. For example, as discussed later in the report, the Program paid attention to meeting the needs of a student with vision impairment with benefits accruing to this student. While this was an obvious need warranting attention, the MTR team did not see evidence of needs analysis and deliberate consideration of the needs of all students with disability or consideration of the implications for other students with disability.

Notwithstanding the fact that the Program is aligned with the needs of beneficiaries referred to in the EOPOs and IOs, the question arises of **what degree of needs analysis** has been undertaken and whether the program is meeting such needs.

d. To what extent are localisation aspirations being realised?

The Program describes a **clear intention to increase local ownership** and leadership of program implementation and decision-making in 2024 (see *2024 TAPQE Annual Work Plan* p.11), with seven strategies for realising this, which range from skill development, engaging with counterparts, purchasing approaches and community engagement.

This intention and commitment are reflected in the *TAPQE MERL Framework (Interim)*. However, notwithstanding [DFAT guidance](#), the Program ToC and *TAPQE MERL Framework (Interim)* **do not include criteria or evaluation questions** that would enable observations to be made on the extent to which the aspirations are being realised.

¹⁰ ‘The strategic intent is for TAPQE’s MERL to shift towards a unified MERL Framework as MEHRD progresses with the planning and development of the proposed Tuvalu Education Strategic Plan (TESP IV) later this year’ (p.4). Further, the Framework (p.12) notes that ‘The draft TESP IV is likely to be presented for review by MEHRD in July 2024 – this will provide an opportunity to commence supporting MEHRD with development of a TESP MERL Framework and Plan’.



e. How likely is it that Program benefits can be sustained?

‘Sustainability is built into the design of the TAPQE Program, in particular through upskilling the teaching workforce and a specific focus to strengthen MEYS systems and personnel under EOPO3.’ (TAPQE Annual Workplan 2024: p.12)

The *TAPQE MERL Framework (Interim)* includes (p. 21 and p.23) key evaluation and monitoring questions related to sustainability:

- To what extent are the changes to which TAPQE contributed sustainable after program closure?
- What are the mechanisms that promote the sustainability of program outcomes?

The *2024 (draft) TAPQE Annual Report* (p.17) describes Program activities and policy initiatives that are seen to be driving long-term impact. However, the Annual Report description is more of a recount of activities. There is **little or no discussion or analysis** of the accruing Program benefits or of how these will be sustained.

f. What opportunities are there for the mobility pathways provided through the Falepili Union to contribute to enhancing the Tuvalu education sector and teaching workforce? What role might the Program undertake?

Based on discussions with relevant DFAT personnel and noting that the process and requirements for participation in the Falepili Union opportunities are still being developed, the MTR team understands that **Falepili Union opportunities are not likely to contribute** to enhancing the Tuvalu education sector and teaching workforce. However, it is very likely that information about opportunities in Australia for successful applicants might be used to:

- promote to students in Tuvalu the importance of secondary schooling and reasonable levels of English literacy and numeracy skills for employment in Australia
- promote to students in Tuvalu the value of attaining a reasonable level of education as the foundation for vocational or tertiary education opportunities that will become available in Australia
- draw on the support network of Tuvalu diaspora in Australia (or elsewhere) to identify potential advisors to contribute to DFAT programs in Tuvalu.

Effectiveness

2. To what extent is the TAPQE Program on track to achieve its three end of program outcomes?

Summary response to the ‘effectiveness’ review question

In the absence of a baseline and associated progress data (for Intermediate Outcomes and for End of Program Outcomes – see discussion at Key Question 5), it is **not possible to confidently estimate whether or to what degree the TAPQE Program is on track to achieve its three end of program outcomes**.

The Program Theory of Change and planned activities set out in annual work plans do include activities that should plausibly contribute to progress in relation to the three EOPOs. The TAPQE MEL Framework also sets out success indicators that would ‘tell us that the outcomes have been achieved’¹¹. The *2024 (draft) TAPQE Annual Report* provides details on **progress against the AWP activities** (Section 2 and Annex 6). However, at

¹¹ TAPQE Evidence Table



the end of the second year of the Program **no program baseline** and **no evidence of data against success indicators**¹² was provided that would enable a confident estimate to be made of likely achievement by the end of the 5th year.

Notwithstanding this, stakeholder interviews identified several **varied examples of program achievements**, from provision of learning resources to improve the quality of student engagement; training to build the capacity and confidence of teachers, school leaders and Ministry personnel to undertake their roles; to provision of teaching and assessment resources to improve the quality of teaching and learning. The MTR team also heard about and saw examples of data collected and data dashboards designed to inform program planning and program review.

The MTR team also concluded that **EOPOs 2 and 3 were complex in nature and very challenging to realise** in the Tuvaluan context.

For each of the three TAPQE Program EOPOs there is a **theory of action** that explains the sequencing of what the Program is undertaking to achieve the Program Outcomes. The logic is that planned activities lead to ‘outputs’, which result in achievement of Intermediate outcomes, which in turn lead to achievement of EOPOs.

In the absence of a baseline and associated progress data (for Intermediate Outcomes and for End of Program Outcomes – see discussion at Key Question 5) it is **difficult to make a judgement about the degree to which the Program is on track** to achieve the three Program EOPOs.

However, discussion on the next five sub-questions will consider likely effectiveness based on consideration of the Program Logic, the theory of action for each EOPO, the reporting in the *2024 (draft) TAPQE Annual Report*, and feedback provided through interviews with stakeholders.

a. To what extent have program activities improved numeracy and literacy outcomes for all learners?

Beyond anecdotal feedback provided through interviews and trial data from the Mauifa remedial reading program (reported in the 2024 (draft) TAPQE Annual Report), there is **no Program data on which to assess the extent** to which Program activities have improved improved literacy and numeracy outcomes for any students.

For EOPO1: Improve literacy and numeracy for both boys and girls (years 1-10) including children with a disability, involves achievement of 5 Intermediate Outcomes:

- IO1.1-Revised curriculum approved, available and used in schools; Teacher Guides and resources provided.
- IO1.2-Teachers deliver lessons to the curriculum using the Teaching Guides – demonstrating understanding of content knowledge, effective teaching strategies and pedagogical practices during lesson delivery.

¹² The Program argues that the lack of baseline and systematic data collection is, in part, the result of lack of resolution of the IDD TESP IV, and lack of progress towards development and implementation of the TESP IV MERL which would provide a source of data for the TAPQE program. This might be alleviated once TEMIS data can be shared.



- IO1.3- Increased participation of learners with a disability in primary education, and reduced performance gap between boys and girls at primary school.
- IO1.4-Head teachers support teachers to improve literacy and numeracy practices and monitor learning outcomes in their schools.
- IO1.5-Community actively engaged in supporting school improvement.

Discussion of progress in relation to these IOs is provided in the body of the 2024 (draft) TAPQE Annual Report (p.5) and Annex 6: Table - Progress Against End of Program Outcomes. This discussion deals with many activities and reinforces the fact that the Program team has been busy, although it provides little insight into whether and when individual IOs might be expected to be achieved let alone the EOPO. In the absence of a baseline and evidence of progress in relation to success indicators, the Program might have considered reporting estimates of completion of activities and delivery of outputs to provide an indicator of progress towards achieving the IOs for EOPO1.

In addition to the 2024 (draft) TAPQE Annual Report, the MTR team was able to test this question via in-country interviews with a range of stakeholders. Overall, the feedback in interviews was very positive about TAPQE's contribution to Tuvalu education and to improving the quality of teaching of literacy and numeracy. Examples provided during interviews included:

- a) Improved knowledge from numeracy teacher training, and provision of lesson plans, resulting in a shift from a teacher-centred approach to a student-centred approach informed by topic-based assessment, use of concrete materials and strategies to work with groups of students based on assessment results.
- b) The Mauifa remedial reading program (see also p.3 of Annex 6 for data on improved reading of 20 students in the trial and the TAPQE STORY OF CHANGE: Mauifa Program). Teachers involved in this trial were very complimentary about the difference that the program made and keen for it to be expanded.
- c) The Read and Swap Program is designed to encourage the habit of reading in collaboration with parents. Parents and teachers were very positive about how this increased engagement with parents and built student responsibility for their learning. Feedback also indicated that contextualised books would likely be more engaging and more suitable for younger readers.
- d) Provision of braille equipment and training and mentoring of teachers to enable blind and low-vision students to read. (See also the TAPQE STORY OF CHANGE: The Impacts of the Braille Machine on Toko Simona.)
- e) Provision of professional development e.g. resources and equipment to the Aofiaga Inclusive Education Centre at Nauti Primary School, and the Fusi'Alofa School have enhanced each centre's capability to improve engagement and learning of in-school and out-of-school students, particularly for literacy and numeracy.

The feedback also highlighted areas on which the Program might reflect to improve effectiveness and efficiency:

- a) Ensuring the timely delivery of resources, such as lesson plans, would build teacher confidence.
- b) Teachers are seeking more training, with the training to be more than one day and ideally with opportunities to practice between sessions. Teachers would also welcome in-class demonstrations by trainers of the skills and activities covered by any training being conducted.
- c) They would welcome feedback on the data that they are providing to the Program via the Power BI app.



If literacy and numeracy outcomes are to improve as per EOPO1 expectations within the next three years (of the five-year Program period), considerable progress will need to occur in the next year or two with the development, provision and implementation of curriculum and teaching and learning materials, and with teacher professional development to improve teacher pedagogical and subject knowledge.

b. To what extent is the relevance and quality of secondary school teaching for pathways to employment and further education opportunities being improved for all students?

For EOPO2 - Improved relevance and quality of secondary school teaching and pathways to employment and further education opportunities for both girls and boys, including learners with disabilities – the associated Intermediate Outcomes are:

- IO2.1-Relevant vocational curriculum developed and supported in secondary schools.
- IO2.2-Increased participation of girls and learners with a disability in secondary education, and reduced performance gap between boys and girls at secondary school.
- IO2.3-Strengthened pathways to employment and further education.
- IO2.4-Teachers demonstrate more effective delivery of vocational subjects.
- IO2.5-Communities understand and support secondary pathways to employment and further education.

The *2024 (draft) TAPQE Annual Report* (p.3) summarises the context of and challenges for improving the relevance and quality of secondary school teaching and pathways. The *2024 (draft) TAPQE Annual Report* includes a section on ‘Implementation highlights’. The report’s highlights for this EOPO include the development and submission of a report on TVET Futures¹³, provision of equipment and resources for proof-of-concept vocational programs and refurbishment of a classroom and activities to promote vocational education. The MTR Team acknowledged the Program’s focus on vocational education, while also noting the much broader EOPO2 focus on ‘relevance and quality of secondary school teaching and pathways to employment and further education opportunities’.

Notwithstanding the potential of the TAPQE advice on ‘TVET Futures’ and the positive difference that the provision of equipment and refurbishment of a classroom has had with teachers and students, the *2024 (draft) TAPQE Annual Report* provides little insight into whether and when individual IOs might be expected to be achieved let alone the EOPO. As noted in discussion for the previous EOPO, **in the absence of a baseline and evidence of progress** in relation to success indicators, consideration might have been given to reporting estimates of completion of activities and delivery of outputs to provide an indicator of progress towards achieving the IOs for EOPO2.

In addition to the *2024 (draft) TAPQE Annual Report*, the MTR team was able to test this question via in-country interviews with a range of stakeholders. Feedback in relation to relevance and quality of secondary teaching and pathways included:

- a) Appreciation of and request for further resources and equipment (e.g. for carpentry, sewing and cooking activities to enhance the quality of TVSD opportunities)

¹³ *TVET Ataao Manuia (TVET Futures)* was prepared for the Tuvalu Education Department by a TAPQE Technical Adviser and was submitted to the Ministry in June 2024. It provides discussion on possible new approaches for technical education and training, and a plan for moving forward. It also provides discussion on opportunities that may arise from a regulated and monitored vocational training system.



- b) The need for other options for students who fail the Year 8 examination, rather than repeating Year 8 or participating in TVSD programs delivered by the primary school
- c) The need to sustain literacy and numeracy instruction in secondary schools to further develop these foundational skills for all students
- d) The desire for vocational options in secondary school, including quality teaching and relevant resources and equipment
- e) A range of ideas for ways in which vocational learning in Tuvalu could be improved and interest to be consulted by the TAPQE Program.

The feedback and the discussion that occurred with a range of stakeholders reinforces the desire for a clear, constructive way forward in relation to the quality of teaching and secondary school pathways. However, the feedback and discussion also highlight the gap that exists between current and desired practice and the scope and complexity of the challenge presented in the overall scope of EOPO2.

The 2024 (draft) TAPQE Annual Report includes, as a priority for 2025, '*Secondary Education Pathways: move to implementation practical initiatives to increase enrolments and valuing of TVET*' (p.28) and includes four vocational education related activities focused on long-term system improvement in this area.

It is not clear in the 2024 (draft) TAPQE Annual Report whether this 2025 priority and the proposed activities reflect a continuation of planned activities and outputs, or whether there has been some finetuning to take account of progress to date, and/or whether they provide for possible actions arising from the TVET Futures paper. With no evidence to demonstrate progress towards EOPO2 at the end of Year 2, some consideration should be given to whether the current EOPO2 best reflects the Tuvalu context and needs.

The MTR team concluded that the EOPO should be amended to make it more realistic and contained. Changes could focus on one or more of:

- key actions proposed in *TVET Ataeao Manuia (TVET Futures)* which was submitted to the Ministry in June 2024
- lower secondary pathways for all students through to senior secondary schooling, with a strong focus on literacy and numeracy instruction
- development of a meaningful and relevant pathway for students who fail the Year 8 examination.

For example, attention might be given to the disconnect between the intent of TAPQE changing attitudes towards skills pathways (through videos etc.) and the realities of how students are triaged into the TVSD pathway. The changes could also account for possible future Tuvalu access to DFAT skills programs.

Discussion with DFAT Canberra on Tuvalu mobility options (including the Falepili Treaty provisions) suggested that these opportunities might reinforce the importance of continuing school education and a suitable standard of English literacy and numeracy.

c. To what extent has the program strengthened MEHRD personnel and systems so that service delivery is more inclusive, evidence-based and efficient?

Like EOPO1 and EOPO2, it is **not clear whether progress is being made** towards the achievement of this EOPO. The lack of a baseline in relation to IOs and EOPOs means that it is unclear if progress has been made, as there is no reference point on which to base such a judgement.

For EOPO3 - Strengthened Ministry of Education, Youth and Sports personnel and systems so that service delivery is more inclusive, evidence-based and efficient – the associated Intermediate Outcomes are:



- IO3.1-MEYS uses integrated evidence-based planning, implementation, monitoring and reporting systems.
- IO3.2-Education strategies, policies, plans and procedures, including for GEDSI, are updated to reflect best practice and are understood and actioned by staff.
- IO3.3-MEYS Officers and School leaders understand their roles and are capable of undertaking their duties.

In many cases, the **lack of specificity in the intermediate outcomes** makes it challenging to evaluate progress. For example:

- For IO3.1 progress towards completion is reported in the *2024 (draft) TAPQE Annual Report* indicating that access to and use of TEMIS should be realised in 2025. However, the IO sets a specific expectation about the use of the TEMIS – ‘for evidence-based planning, implementation and monitoring and reporting’. The timeframes and targets for the three activities related to IO3.1 deal with access, student report cards, ICT policy and data management. From the documentation reviewed there is no indication that there will be reporting against the scope of the IO.
- For IO3.2 a key element is the updating of strategies, policies, plans and procedures, including for GEDSI, reflecting best practice. It is not clear from the program documentation reviewed which, or how many, strategies, plans or procedures are to be updated, so it is not possible to make a clear evaluative judgement on progress or achievement.
- For IO3.3, Annex 6 to the *2024 (draft) TAPQE Annual Report* sets out activities and timeframes and targets, with expectations for completion of all activities by July 2024. The timeframes and targets typically relate to production of plans and conduct of workshops (many of which are incomplete at the beginning of 2025) and none of which relate to ‘understanding of roles’ or ‘capable of undertaking their duties’,

As noted above, in the **absence of baseline and MERL success indicator data** the TAPQE program might have usefully assessed the degree to which the activities in the 2025 plan have been completed.

What is of particular interest to the MTR are the descriptions of progress and explanations for activities that are late, delayed or not undertaken and the absence of any commentary to address the implications. Some logical questions you might expect to see addressed in progress reports in response to some of the updates are provided below to illustrate this:

- *Strategic Workforce Review presentation to the newly appointed MEHRD leadership which saw the endorsement of five of the 14 recommendations by CEO Corinna* – what strategies might TAPQE put in place to mitigate the impact of changing personnel? What’s to be learned from only five (of 14) recommendations being endorsed?
- *Previous MEYS (MEHRD) MEL Baseline Capacity Assessment report reviewed and revised* – to what extent is TAPQE drawing on previous ‘baseline’ data, learning and strategies for this area and others?
- *Unavailability of MEHRD staff during Technical Adviser visits limited the opportunity to conduct all proposed MERL training* – to what extent do TA visits limit Program activities? What’s being done to reduce dependence on TA availability (and build capability of local staff) and/or develop alternate modes of operation? Is there an issue with MEHRD staff committing to TAPQE plans and timelines?

Following on from discussion about EOPO2 in the previous section, there is considerable effort being directed towards activities aligned to EOPO3 and associated IOs. However, the lack of baseline and progress data against success indicators means that a confident judgement about increased capacity and more inclusive, evidence-based and efficient service delivery cannot be made. Further, based on the discussion about the



plans, activities and outputs related to EOPO3 the MTR teams agreed that EOPO3 is quite complex, to the extent it might not be possible to judge whether it has been achieved.

The MTR team discussed the merits of a revision to the current EOPO. Discussion included the option of limiting the EOPO to the development and use of the TEMIS with a corresponding commitment to develop the capacity of MEHRD personnel to undertake evidence-based planning, implementation, monitoring and reporting. This discussion is taken up in the construction of recommendations from this review.

d. To what extent have the Program's GEDSI activities been effective?

In the absence of baseline and associated progress data (for relevant Intermediate Outcomes and for End of Program Outcomes) it is **not possible to make an objective judgement on the extent to which the GEDSI activities have been effective.**

Discussion of GEDSI activities and associated outputs and progress is provided in the *2024 (draft) TAPQE Annual Report* (p.5) and Annexes. These include:

- Annex 5 – Performance Stories: “Toko Simona’s educational journey represents a key activity under TAPQE AWP - EOPO1: Improve Literacy and Numeracy for both boys and girls (Years 1–10), including children with disabilities, contributing to Intermediate Outcome 1.3: Increased participation of learners with a disability in primary education, and reduced performance gap between boys and girls at primary school.”
- Annex 6 – Progress against EOPO1: Activities 1.3.1-1.3.3 resulted in:
 - Disability Inclusion Teachers Guide being reviewed and updated to include additional targeted differentiation strategies.
 - Draft health options paper completed and development of school health screening trial, pending decision and agreement between Department of Health and MEHRD.
 - 90% of primary teachers participate in inclusive education workshops covering modules such as principles and practices of inclusion and strategies for creating an inclusive classroom.
- Section 4.1, GEDSI and Climate Change: “GEDSI and Climate Change education have been integrated into activities across all three EOPOs, ensuring, for example, gender and disability data is collected in TEMIS and for program MERL, and that GEDSI and climate change themes are reflected in the primary and secondary curriculum and in teacher training.”

In addition to reviewing the *2024 (draft) TAPQE Annual Report*, the MTR team was able to test this question via in-country interviews with a range of stakeholders. Examples in relation to GEDSI activities included references to:

- The design and conduct of an anti-bullying campaign to improve student attendance
- Support for a blind and low-vision student – the *TAPQE STORY OF CHANGE: The Impacts of the Braille Machine on Toko Simona*
- Provision of resources and teacher training for the Aofiaga Inclusive Education Centre at Nauti Primary School Support
- Public awareness campaign via the radio program to address community and parental hesitancy about sending students to school
- New resources developed to respond to new situations e.g. GEDSI and climate change



There is some evidence of ‘green shoots’ in relation to delivery of inclusive education. For example:

- 100% of ECCE and 27% of primary/secondary teachers have undertaken inclusive education professional development (see *2024 (draft) TAPQE Annual Report* Annex 1 TAPQE Evidence Table, EOPO 1, 1.7,)
- 33.3% of schools as of December 2024 are implementing some level of inclusive education strategies seeing an increase of 20% as of December 2023 (see Evidence Table-Appendix 1, EOPO1, 1.8)
- existence of inclusive education policy and plan and availability of data relating to students with disabilities attending school (see Evidence Table-Appendix 1, EOPO 1, 1.7).

However, in the absence of a baseline it is hard to gauge how much of this has happened since TAPQE’s commencement.

e. To what extent have the Program’s climate change activities been effective?

While the TAPQE Program’s EOPOs and IOs do not include specific reference to Climate Change, because the design of the Program precedes DFAT’s current International Development Policy, the TAPQE Program has incorporated Climate Change alongside GEDSI in its planning and reporting. The Tuvalu context makes this a natural and very relevant inclusion.

As with previous discussion, in the absence of baseline and associated progress data, it is **not possible to make an objective judgement on the extent to which the Program’s Climate Change activities have been effective.**

Examples of Climate Change activities and associated outputs and progress are provided in the body of the *2024 (draft) TAPQE Annual Report* (p.5) and Annexes. These include:

- The story of change - *TAPQE – The magical significance of Climate Change practical and engaging activities* - Annex 5. This story of change recounted the conduct of workshops for primary and secondary school teachers which aimed to enhance teachers' knowledge of climate change topics and integrate climate change into science and social science curricula. As a result of the workshops, a Science and Climate network has been established to enable teachers to work collaboratively and share their knowledge and experiences.
- Conduct activities to review the science and social science curriculum and to incorporate Climate Change learning outcomes. Annex 6 – Progress against End of Program Outcome: Activity 2.1.3.
- Three radio programs focusing on climate change education – Annex 6: Activity 1.5.2

Efficiency

3. To what extent is the TAPQE Program using resources efficiently to achieve its End of Program Outcomes?

Summary response to the ‘efficiency’ review question

The TAPQE Program has **governance and management arrangements in place** that provide opportunities to plan for and monitor the economic and timely delivery of program activities and ensure efficient use of Program resources.

However, based on information and data available to the MTR team the **frequency of convening or effectiveness of these mechanisms is not clear.** Further, based on matters discussed in the 2023 and 2024 Annual Reports it is possible to conclude that while issues are raised and reported there is no assurance that they will be taken up in planning.



In addition, possibly due to the current lack of program performance data, it is not clear if the TAPQE Program is undertaking financial analysis of budget category expenditure against outcome level progress.

While the Program has governance and management arrangements in place to focus on efficient use of resources it is **not evident that judgements can be made about efficiency**.

a. How does the Program plan for and monitor the economic and timely delivery of program activities?

The Tuvalu and Australia Partnership for Quality Education Steering Group Terms of Reference state that the STEERING GROUP ‘will provide high level oversight and governance of the Tuvalu Education Program. It will be a forum to discuss activity performance, emerging issues and implementation risks, strategic direction, and will be a mechanism for regulating high level operational priorities to align TAPQE with strategic outcomes’.

Based on *TAPQE’s 2023 Annual Report* and *2024 (draft) TAPQE Annual Report*, the SG met twice in 2023 and twice in 2024 (with the third (October) meeting postponed until 2025). A review of the agenda and minutes of these four meetings does not reveal the strong strategic engagement of the Steering Group in relation to the economic and timely delivery of program activities. It appears that if the Steering Group is to fulfill its role more frequent meetings¹⁴ might be warranted.

TAPQE also holds regular Financial Management Team (FMT) meetings with the AHC, Team Leader and the Finance Manager to ensure a collaborative and transparent approach to managing the TAPQE budget. Matters discussed and decisions taken by this group were not reviewed by the MTR.

The *2024 (Draft) TAPQE Annual Report* includes discussion on financial year-to-date, total program spend to date (p.22) and ‘Value for Money’ (p.23). The expenditure section provides some explanation in relation to point-in-time expectations and the value for money discussion considers principles and practices to achieve ‘value for money’. There is no discussion of expenditure by budget category or expenditure against progress (the latter because there is no data that would enable this to occur).

In-country interviews did include comments about the efficiency and timeliness of program activities, including:

- Variations in actual program expenditure against planned expenditure and the need for reflection and review to improve future planning and delivery
- Consideration of alternate approaches to the conduct of program activities, to improve effectiveness and efficiency, including more ongoing use of in-country staff, not limiting conduct of activities to when TAs are in country, and references to ‘successful’ ASET models that could be taken up by TAPQE
- The desire for more explicit attention to building and recognising capabilities of local Program and MEHRD staff (to enhance efficiency and the likelihood of sustainability)
- The flexible use of embedded staff over international or in-country advisors
- The need to ensure timely delivery of resources e.g. mathematics lesson plans for teachers.

¹⁴ The TAPQE Program indicates its intention for quarterly Steering Group meetings in the *2024 (draft) TAPQE Annual Report* (p.28).



In addition, the TAPQE team did provide, in response to a query from the MTR Lead, an example of an 'Implementation tracker' and the 'AWP progress tracker', stating that they were used to support budget shifts and to help identify 'what is working well, and where there are roadblocks and delays, and opportunities'. However, the examples provided, and the interview feedback did not include specific examples or cases illustrating the effectiveness of these tools.

A key budget/economic-related observation in the Priorities section (p.28) of the *2024 (draft) TAPQE Annual Report* is:

The TAPQE program acknowledges the need to continually reassess assumptions and emerging priorities, leading to updates in the MERL plan and strategy. Governance remains a priority through the TAPQE Steering Group, meeting quarterly to consider program adjustments throughout the year. Strategic considerations include addressing staff vacancies in MEHRD through supplementation, implementing school resource management processes, and exploring cost-effective ways to deliver teacher PD to teachers from the outer islands, including hybrid models with online pre- and post-visit workshops.

Noting the current activities and discussion above, and that there may be Program activities the MTR team were not aware of, the **extent to which the TAPQE Program plans for and monitors the economic and timely delivery of program activities is not clear**. The priority for 2025 noted above suggests that the **Steering Committee might take a more active role** in relation to this from 2025, noting that an informed discussion will require improved data and analytics on program activities, progress towards outcomes and expenditure by budget category. It will also require greater commitment by Steering Group members.

b. How does the Program reflect on and, where appropriate, adjust its structure and/or activities to improve the likelihood of achieving its End of Program Outcomes?

By design, the **TAPQE Program plans to reflect** on its structure and activities and to adjust where appropriate. For example, the *TAPQE MERL Framework (Interim)* describes (p.7) a developmental evaluation approach which is '*particularly important and is applied to focus on learning to adapt strategy, systems changes and Theories of Action (ToA). The developmental evaluation is a collaborative approach that requires regular feedback loops and program reflection and learning*'¹⁵.

The MTR team received notes from four 'Pause, Reflect, Plan' (PRP) workshops which are described in the *2024 (draft) TAPQE Annual Report* (p.10) as 'a short cycle MERL approach that enables a MERL-centric review of program activities, in consultation with program donors and partners'. The PRP workshops draw on the 'AWP Progress Tracker, stakeholder engagement and PD databases' (p.11) as sources of data for the process.

¹⁵ The TAPQE MERL Framework proposes (p.10) that '*Developmental evaluation is a collaborative approach that requires regular feedback loops and program reflection and learning. ... particularly important to continuously reflect, learn and adjust or respond to the changing environment or circumstances, based on sound evidence. The approach specifically supports program innovation and adaptation through systems thinking and complexity to understanding how change happens (rather than focusing just on what happened). Our approaches will constantly return to and test the program's Theory of Change and use data to inform ongoing direction and emphasis of program implementation*'.



The 2023 TAPQE Annual Report noted that the ‘first two TAPQE PRP workshops proved to be a crucial and rich source of local contemporary knowledge sharing to assist the team to transition from the inception to implementation phase’ (p.22).

Despite the stated intention and some activities, the MTR team found **little evidence of an ongoing ‘developmental evaluation approach’ in operation**. Further, there was no evidence of decision or change logs which would indicate the presence of a collaborative approach to evaluation with feedback loops and program reflection and learning.

Both annual reports include a section on ‘lessons learned’ and ‘program performance and management response’. However, the source of these lessons and whether and how they will be operationalised is not apparent. Nor is there any indication of active consideration of timeline and budget implications of ‘priorities’ for the following year. For example, both the 2023 and 2024 Annual Reports recognised the ‘lack of educational data or analysis on Tuvalu, particularly on GEDSI, ... need for clear evidence on the rate of intersectional inclusion and the drivers for exclusion’. Moreover, both reports also recognise that ‘Governance remains a priority through the TAPQE Steering Group, meeting quarterly to consider program adjustments throughout the year’. That these **priorities have been repeated across both reports** begs the question of what adjustments might be made for 2025 to address and mitigate the issues.

One example of an adaptive Program structure change was the matter of the shared team leader and TA, with the Nauru program. Following consideration of the merits of the current arrangement and opportunities to improve matters, the decision was taken to bring in a deputy lead and to advertise a new, full-time team leader. This change, combined with the recent appointment of a new Education Director in MEHRD could improve strategic engagement and lead to a more efficient and effective program.

c. How does the Program reflect on and, where appropriate, adjust its structure and/or activities to improve GEDSI and climate change activities, outputs and outcomes?

Following on from discussion in the previous section two GEDSI examples are provided.

The first, summarised in the *TAPQE STORY OF CHANGE: The Impacts of the Braille Machine on Toko Simona*, relates to the identification of a particular need (which may not have been foreseen at the outset of the Program). The provision of a Braille machine to one student, was a response to limited resources available for visually impaired students in Tuvalu, providing them with tools to ensure inclusive and equitable participation in education. It was accompanied by training and mentoring of teachers to ensure the best use of the tool. This is a positive example of the responsiveness of the TAPQE program, however, as noted elsewhere in this report and in the following paragraph it was not the product of a systematic needs analysis.

The second, in part a corollary of the first, is the same observation in both the 2023 and 2024 TAPQE Annual Reports of the need to address the ‘lack of educational data or analysis on Tuvalu, particularly on GEDSI’ and for ‘clear evidence on the rate of intersectional inclusion and the drivers for exclusion’.

As for the previous sub-question, the Program appears to have the intention to reflect on and, where appropriate, adjust its structure and/or activities to improve program outcomes, including for GEDSI and climate change activities, outputs and outcomes. However, there **is limited evidence to suggest that this is done in a systematic and sustained manner**. Further, it appears that the engagement of the Steering Group on such matters, (in the absence of another GEDSI oversight mechanism), needs to improve.



GEDSI and Climate Change

4. To what extent are the TAPQE Program's GEDSI and Climate Change ambitions, approaches and achievements adequate against program logic and design, and current DFAT policies?

Summary response to the review 'GEDSI and Climate Change' question

Both GEDSI and Climate Change are **prominent in the TAPQE 2024 AWP** across the three EOPOs, indicating ambition and plans to address these across policy and practice.

The MTR team read and heard about TAPQE contributions to improving the engagement and participation of boys and girls and students with disability and addressing barriers to the participation in schooling of all students. It was clear that, to a degree, some of these took account of different data on the participation and achievement of boys and girls and students with disability.

Based on discussion with TAPQE it is understood that further work is to be undertaken to review planned activities against the ambitions and approaches set out in current DFAT policies, noting that the design of the TAPQE program predates recent DFAT policies on GEDSI and Climate Change.

As noted earlier, the apparent absence of a Program baseline as per DFAT expectations, nor of a systematic implementation of the MEL system **significantly limits the capacity of the MTR team to make a judgement on Program progress** on GEDSI and Climate Change ambitions.

*a. What are the key activities in each GEDSI track? What process was used to design the GEDSI-focused activities?*¹⁶

The *2024 TAPQE Workplan* presents GEDSI mainstreamed and targeted activities in relation to each IO. For example, for EOPO1, IO1.3 - 'Increased participation of learners with a disability in primary education, and reduced performance gap between boys and girls at primary school' is underpinned by four activities:

1. With MEHRD CDU, support integration of GEDSI principles into the National Primary Curriculum
2. Develop options for a health screening program to better identify and support students with a disability, including learning disabilities
3. Inclusive Education training needs for primary school teachers identified and modules designed and delivered as part of CPD plan
4. With MEHRD and CDU, investigate design and content needs of remediation programs for both Numeracy years 1-4 and Literacy years 5-8 for students identified at risk; programs developed.

The GEDSI element of the 2024 TAPQE Workplan has been informed by the TAPQE GEDSI Strategy, which in turn was developed in consultation with TAPQE staff and senior management, the Ministry for Education Youth and Sport (MEYS) CEO and Director, Fusi Alofa Disability Peoples organisation, Teachers of the Aofiaga Centre, Ministry of Health, Social Welfare and Gender Affairs, National Council of Women and the Australian High Commission.

¹⁶ Additional sub-questions were added during the in-country MTR activity to assist with the review and reporting process.



Use of the twin-track approach to inclusive development is consistent with DFAT advice (*Australia's International Disability Equity and Rights Strategy: Advancing equity to transform lives*). However, more needs to be done **to ensure strong and appropriately mainstreamed GEDSI and Climate Change activities** are in place. Further, gender and disability data collected in TEMIS and for the Program MERL need to be **disaggregated by sex and disability and analysed to identify what is working** and what needs to be improved. Consideration might be given to the use of the Washington Group short set (WGSS) (which is increasing in the Pacific) to strengthen TAPQE's disability assessment, and technical assistance can be sourced from SPC, UNICEF and the Pacific Disability Forum.

b. What progress has been achieved in relation to MEYS implementation of the Disability Inclusive Education policy and TAPQE Program activities?

The 2024 TAPQE Annual Workplan EOPO3, IO 3.2, Activity 3 'Supporting MEYS to deliver policies, plans and procedures related to GEDSI and Climate change' includes five activities:

1. working closely with MEYS to implement the Disability Inclusion Policy and Workplan (noting MEYS yet to recruit an Inclusive Education Officer)
2. providing high-level secretariat support for the Inclusive Education Advisory Group
3. reviewing and updating all policies and workplans for GEDSI
4. ensuring all MEYS Officers are upskilled on GEDSI and climate change
5. delivering climate change Disaster Reduction education workshops to schools and supporting schools in the development of Disaster Reduction plans

The 2024 (draft) TAPQE Annual Report Annex 1: TAPQE Evidence Table reports the following progress in relation to GEDSI at the end of 2024:

Success Indicator Point 1.8 More schools (primary and secondary) implementing practical, contextually appropriate child protection and inclusion strategies.

- 33.3% of schools are implementing some level of inclusive education strategies. An increase of 20% from 2023
- Only 25% are fully implementing inclusive strategies with proper resources and trained teachers

Success Indicator 3.3 Education strategies, policies, plans and procedures, including for GEDSI, are updated to reflect best practice, and are understood and actioned by staff.

- ToR for IEWG developed by TAPQE and approved by MEHRD
- TAPQE Inclusion coordinator is the secretary of the IEWG. Quarterly meetings held since July 2023. Ongoing monitoring of the goals set in the Disability Inclusive Education Policy.
- MEHRD Officers have participated in inclusive education workshops and IEWG meetings.

This shows there is **evidence of activities being undertaken**, and implementation of inclusive education strategies by schools. However, it is not clear from information provided to the MTR team **whether any data is being collected in relation to changes in school and teacher practices**. This means that it is **not possible to comment on the effectiveness or efficiency** of the Program's efforts in this area.

c. What results are reported for GEDSI and what tools were used?

Earlier discussion in this report (sub questions 2d and 3c) considers the effectiveness and efficiency of TAPQE GEDSI activities. While it is evident that a range of TAPQE activities and associated outputs address GEDSI the conclusions drawn by the MTR Team were that:

- In the absence of baseline and associated progress data (for relevant Intermediate Outcomes and for End of Program Outcomes) it is not possible to make an objective judgement on the extent to which the GEDSI activities have been effective.



- While the Program intends to reflect on and, where appropriate, adjust its structure and/or activities to improve GEDSI program activities and outcomes, there is limited evidence to suggest that this is done in a systematic and sustained manner.

Reporting on GEDSI is undertaken through the TAPQE Evidence Table and the TAPQE Report on Progress against end of program outcomes. This reporting drew on TAPQE Inclusive Education reports and the IE Working Group Action Plan.

d. What results are reported for Climate Change and what tools were used?

Earlier discussion in this report (sub questions 2e and 3cd) considers the effectiveness and efficiency of TAPQE Climate Change activities.

While it is evident that the range of TAPQE activities and associated outputs address Climate Change the conclusions drawn by the MTR Team were:

- In the absence of baseline and associated progress data (for relevant Intermediate Outcomes and for End of Program Outcomes) it is not possible to make an objective judgement on the extent to which the Climate Change activities have been effective.
- While the Program intends to reflect on and, where appropriate, adjust its structure and/or activities to improve Climate Change program activities and outcomes, there is limited evidence to suggest that this is done in a systematic and sustained manner.

Results for Climate Change activities and results reported in Annex 6 of the 2024 (draft) TAPQE Annual Report include:

- Climate Change Teachers Guides completed
- 80% of teachers have attended climate change workshops.
- Teacher workshops conducted in August 2024 to review the science and social science curriculum, including incorporating climate change learning outcomes. Teachers also participated in a field trip to learn how to monitor their own environment and share info with their community
- Climate Change awareness radio programs held.

Monitoring, Evaluation and Learning

5. To what extent are the MEL arrangements fit for purpose?

Summary response to the 'MEL' review question

Various TAPQE documents provided to the MTR team indicate **a comprehensive view of MEL** with:

- A clear sense of purpose (*TAPQE MERL Framework (Interim)* - Intent p.6)
- A comprehensive 'results framework' and 'evaluation questions and analytical framework' (*TAPQE MERL Framework (Interim)* p.18, 20)
- An implementation plan (*TAPQE MERL Framework (Interim)* p.24) with priority for a "TESP IV results framework baseline data collection and target setting" to be delivered in June-December 2024.
- A TAPQE Evidence Table, setting out success indicators, status, evidence of results etc. albeit without substantive data.

The *TAPQE MERL Framework (Interim)* presents a strategic view, taking account of the Tuvalu and DP context, for an 'overall' Tuvalu MEHRD MERL framework with data collection and analysis benefiting the Ministry and individual donor partners.

However, while planning to support the development of and contribution to the MEHRD MERL, the program also recognises the importance of a program MEL, noting that "TAPQE will leverage MEHRD data in TEMIS to monitor the progress and efficacy of TAPQE activities towards planned TAPQE outcomes" (p.10)



While the design and strategic intentions for a holistic Tuvalu MEHRD MEL are acknowledged, the limited progress with that approach has meant that the **TAPQE Program does not (appear to) have an implemented MEL system**, with consequences such as:

- the TAPQE team being **unable to provide a baseline** for the MTR team despite numerous references to the collection of baseline data in the *TAPQE MERL Framework (Interim)*.
- **little or no discussion about improvements in key areas** such as attendance, teacher knowledge and skill and student attainment in the 2024 (draft) *TAPQE Annual Report* section on ‘Progress towards outcomes’.

Although there are clear intentions in the Program’s MEL plan that the “MERL Framework is for use by the TAPQE delivery team to guide planning, consultations, implementation and reporting under the Program” (*TAPQE MERL Framework (Interim)*, p.4) the MTR team was **not provided with any evidence of a program baseline** having been provided as per DFAT expectations, nor of a systematic implementation of the MEL system. It was therefore **not possible for the MTR team to make a judgement on whether the program was on track to achieve its end of program outcomes, or intermediate outcomes**. The MTR team concluded that while the design and intention are substantial, overall, the **MEL arrangements are not fit for purpose**.

a. To what extent Is the TAPQE MEL Plan and Framework appropriate to monitor progress on the achievement of the Program’s intermediate and end of program outcomes?

The *TAPQE MERL Framework (Interim)* is detailed and, building on the TAPQE Theory of Change, provides a roadmap towards the achievement of the EOPOs.

Various TAPQE documents provided to the MTR team indicate **a comprehensive view of MEL** with:

- A clear sense of purpose (*TAPQE MERL Framework (Interim)* - Intent p.6)
- A comprehensive ‘results framework’ and ‘evaluation questions and analytical framework’ (*TAPQE MERL Framework (Interim)* p.18, 20)
- An implementation plan (*TAPQE MERL Framework (Interim)* p.24) with priority for a “TESP IV results framework baseline data collection and target setting” to be delivered in June-December 2024.

The *TAPQE MERL Framework (Interim)* also refers to several data collection tools, however, these were not (made available or) reviewed by the MTR team. Thus, it is challenging to make an evaluative judgement on the appropriateness of the TAPQE MEL Plan and Framework in monitoring intermediate and end of program outcomes.

Key issues in relation to the *TAPQE MERL Framework (Interim)* are **lack of a baseline, incomplete performance rubric, and limited operationalisation of the TAPQE MERL Framework (Interim)**.

Baseline

In relation to Program baselines, the DFAT *Design and Monitoring, Evaluation and Learning Standards* state that:

“Baselines are constructed, where available. If a baseline is not available, there is a viable approach to finalise the baseline by the end of the first year. Baseline should be followed-up midway and at the end of the investment” (p.38)

“It is a DFAT requirement that baseline data for the program must be available by the end of the first year of implementation, to avoid measurement challenges down the track” (p.39)



Consistent with this expectation the *TAPQE MERL Framework (Interim)* notes that:

- *The TAPQE MERL Framework is founded on the TAPQE DFAT Investment Design and guided by DFAT MEL Standards. The intent of the TAPQE MERL Framework is to generate sound evidence and motivate reflections about what is changing in the program to inform better program management, decision-making and communications about TAPQE results. (p.6)*
- *The baseline provides an accurate and credible record of conditions at the commencement of the program, in all EOPO areas, including key intermediate outcomes. (p.46)*

Following specific discussion about the MERL Framework and the availability of baseline data, the MTR team was provided with an evidence table 'designed to capture baseline data and evidence, for evaluating the outcomes and sustainable impacts of the TAPQE program'¹⁷ with the strength of evidence applying to each one. The "Strength of Evidence" column specifically mentions that baseline data is available for eight indicators (1.1, 1.5, 1.8, 1.11, 2.2, 3.4, 3.6, 3.7). However, the actual baseline status of an indicator is only mentioned once, under 3.6: "As of December 2023, the baseline for this indicator is zero (0) units using a fully integrated evidence-based system for planning, implementation, monitoring, and reporting".

To adequately evaluate if the MERL Plan and Framework can monitor progress towards outcomes, the MTR team would need the type of information provided under 3.6 to be repeated for each of the indicators. While the Evidence Table discussed the strength of evidence available, which is useful, and mentions the existence of baseline data, it doesn't provide what the baseline is (except for the one example noted above).

This lack of baseline means that it is challenging, if not impossible, to demonstrate progress towards the EOPOs.

Use of a performance rubric

Key to monitoring and evaluating performance against intermediate and end of program outcomes is having a performance rubric, against which outcomes can be agreed and measured. The *TAPQE MERL Framework (Interim)* outlines that:

"Evaluating the effectiveness of the TAPQE program management will be facilitated through the co-development of a performance rubric. Rubrics have been used for some time in the education field and are generally thought of as a scoring guide used to evaluate the quality of a student's work. In more recent times rubrics have been used by MERL specialists and evaluators to undertake program and project evaluations and for performance measurement of program management. The rubric approach is well suited to measuring, monitoring, assessing and reporting program performance and will form an integral element of the TAPQE developmental evaluation approach to program implementation and learning." (p.19)

The MTR team found **no evidence that a performance rubric was in use** or has been developed by the MERL team. If this was to be finalised, the MEL systems would most likely have a stronger chance of demonstrating progress against the outcomes.

¹⁷ 2024 (draft) TAPQE Annual Report p.iv



Operationalisation of the TAPQE MERL Framework (Interim)

The 2023 and 2024 TAPQE Annual Reports include reference to operationalisation and progress with the MERL framework, including collection of baseline data and ‘operationalising the core MERL components, systems and processes, and establishing the groundwork for TAPQE’s MERL data collection, analysis, sense-making and reporting’¹⁸. However, as discussed in the previous two sections and earlier in this Report the MTR team has concluded that the **TAPQE MERL Framework (Interim) has not progressed to the point where it can be judged appropriate** to monitor progress on the achievement of the Program’s intermediate and end of program outcomes.

This does not appear to be a design issue, rather it appears to be an issue of strategic leadership and judgement in that the Program has decided to align its MERL activities with MEHRD MERL activities. This intention is reflected in the *TAPQE MERL Framework (Interim)* (p.8):

TAPQE’s strategic approach to MERL is to support the development of a unified MERL Framework as part of TESP IV. The framework will be owned and led by MEHRD with TAPQE and other education stakeholders also aligning to this overall framework. In essence, all education outcomes belong to MEHRD – TAPQE is contributing to these outcomes in selected areas i.e. TAPQE education outcomes (literacy, numeracy, secondary pathways and MEHRD capacity) are a subset of proposed TESP IV outcomes.

While this approach has **merit from a sustainability and localisation point of view** it has meant that the **Program has not been able to systematically report on evidence of progress** towards Program outcomes (and has not met DFAT MEL expectations in relation to baseline data). Further, whereas the original intention may have been to meet Program MERL requirements, the delay in finalising the TESP IV and subsequent MERL arrangements appears to have meant that this has not been possible. The ‘under-development’ nature of the TAPQE MERL and its apparent dependence on TESP IV is evident in the MERL discussion in the *2024 (Draft) TAPQE Annual Report* (p.10), for example ‘An update of the MERL Framework and Plan in mid-2025 will include a more clearly articulated results framework (indicators, baselines and targets) aligned to the TESP IV results framework, once finalised and endorsed’ and ‘The focus for TAPQE MERL efforts in 2024 was operationalising the core MERL components, systems and processes, and establishing the groundwork for TAPQE’s MERL data collection, analysis, sense-making and reporting’.

An alternative approach to that taken by the TAPQE Program could have resulted in a baseline being established in 2023, possibly involving data available through Tuvalu - Early Grade Reading Assessment (TuEGRA), Transforming the Use of Statistics in Teaching and Assessment (TUSTA), and Pacific Islands Literacy and Numeracy Assessment (PILNA) data sets as well as other baseline data sets. It might also have resulted in a fully functioning MERL which would provide data for the 2024 annual report, beyond descriptions of Program activities, indicating changes in areas such as student attendance, improvements in teacher knowledge and capability etc and any shifts from the baseline. An operating and informative MERL would also model the value of a MERL system to MEHRD planning and decision-making and possibly encourage more rapid progress with the resolution of TESP IV and development of the MEHRD MERL.

¹⁸ 2024 (draft) TAPQE Annual Report p.10



b. To what extent is the MEL system producing appropriate information products, including performance information that meets user information needs?

The TAPQE MERL System appears to be producing information that enables the production of reports to meet user needs. However, the system is lacking in a centralised data collation and analysis tool that records all evidence.

Further, the *TAPQE Communications Plan (2023)* sets 9 objectives and proposes a range of outputs which would presumably require information products derived from MERL data and analysis. Notwithstanding the importance of promoting the purpose and achievements of the Program within and beyond Tuvalu, overall, the Program's communication activities do not appear to be systematic or strategic. The 2024 Radio Program schedule is one example of a plan to use the medium and to cover the scope of Program. Contributions to the AHC Facebook page are also mentioned. However, the review team could find no evidence that the Program has undertaken an analysis of key audiences and their interests or completed a systematic plan to communicate with them.

From the MTR team's perspective, this makes it very challenging to evaluate the extent to which information products and performance information are being produced (and used). Two matters which might contribute to this current state are discussed below.

Lack of evidence of appropriate data collation and analysis tools to demonstrate and communicate about performance

Assessing and evaluating evidence is simpler when there is a system in place to capture, collate and analyse data. This seems to be missing in the TAPQE Program. The TAPQE Project 'document hub', accessible to the MTR team, does not reveal a tool which would be able to undertake this task. Some of the building blocks, outlined within the *TAPQE MERL Framework (Interim)*, are in place to start to develop such a tool. Specifically, *Section 12: Evaluation Questions* outlines the data sources which will be used to provide evidence to answer the KEQs. However, based on a review of the document hub, there appears to be little evidence of these data collection sources being available, thus making an independent analysis of progress within any of the evaluation domains challenging.

While four 'stories of change' were found in the relevant folder there was no evidence of other data sources that had been identified in the interim MERL Framework:

- Tracer Studies
- Semi-structured interviews
- Policy analysis
- Student profile analysis
- CDF Measurement
- Rapid evaluation studies
- Standardised test results
- Workforce management analysis
- Program work plan progress tracker results
- Contribution analysis
- Program management and performance rubric (previously mentioned)

MTR questions and TAPQE MERL KEQs.

The Mid-Term Review is a key step in understanding how the program is progressing. For this MTR, DFAT took the lead in developing the Terms of Reference (ToR), and importantly, the Key Review Questions. If the



TAPQE MERL Framework (Interim), as the framework designed for monitoring and evaluating Program progress, had been fully functioning the key questions in the Framework (pp 20-23) would have been a more efficient and effective reference point for the Review.



Conclusion and Recommendations

Conclusion

The Mid-Term Review was designed to answer the following key questions:

- 1) To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?
- 2) To what extent is the TAPQE Program on track to achieve its three End of Program Outcomes?
- 3) To what extent is the TAPQE Program using resources efficiently to achieve its End of Program Outcomes?
- 4) To what extent are the TAPQE Program's GEDSI and Climate Change ambitions, approaches and achievements adequate against program logic and design, and current DFAT policies?
- 5) To what extent are the MEL arrangements fit for purpose?

Based on the documents provided to the Review, discussion with the TAPQE team and, discussion with a range of stakeholders in Tuvalu (see Annex 4) the **MTR team concluded that the TAPQE Program is engaged in appropriate interventions and activities designed to improve education opportunities for Tuvalu students** and has collaborated with other donor programs to maximise alignment. The MTR team also found that, based on activities being implemented and feedback from interviewees, there are signs that some improvements are being made.

However, notwithstanding the range of activities underway and anecdotal examples of progress being made, the **MTR team is not able to provide a more positive and conclusive judgment about the progress, effectiveness or efficiency of the TAPQE Program**. This is because the TAPQE Program has not collected baseline and, currently, there is no reporting against TAPQE EOPOs. This also means that the **MTR team is not able to conclude whether TAPQE Program's GEDSI and Climate Change ambitions, approaches and achievements are adequate**.

The commitment to align activities with TESP and MEHRD priorities has likely enhanced Program relevance and is consistent with principles of locally led development and intentions of government ownership and capability building. However, the alignment has also resulted in a degree of dependency of the Program on MEHRD activities and timelines and has involved the incorporation of the TAPQE MERL Framework into the MEHRD MERL framework. This appears to have resulted in some loss of Program agency, delays for some Program activities and, most significantly, the TAPQE Program not having a baseline and the reporting against TAPQE MERL Framework success indicators being quite limited with very few cases of strong evidence that could be used to demonstrate year-to-year change. As a result of these actions the MTR team judged that while the design and intention are substantial, overall, the **MEL arrangements are not fit for purpose**.

It is not clear to the MTR team whether this was the result of an explicit decision by the TAPQE Steering Group or whether it was simply seen as an implementation strategy. Either way, it has meant that the TAPQE Program has not met DFAT requirements and appears to have **diminished the TAPQE Program's ability to monitor and analyse activity in relation to effectiveness and efficiency**.



Recommendations

Building on the conclusion outlined above and the discussion provided in this report the following recommendations (with associated resourcing considerations) are submitted for consideration by the Funafuti Australian High Commission:

1. Refine EOPOs for greater definition and achievability – TAPQE and DFAT

Current EOPOs 2 and 3 should be reviewed and simplified to provide a more defined and achievable aspiration for the current TAPQE program (by end of April 2025).

For example:

- a. EOPO2 could be amended to focus on one or a combination of:
 - agreed key actions from those proposed in *TVET Ataeao Manuia (TVET Futures)*
 - lower secondary pathways for all students through to senior secondary schooling
 - development of a meaningful and relevant policy and pathway for students who fail the Year 8 examination.
- b. EOPO 3 could be amended to specifically focus on the development and use of the TEMIS, with a corresponding commitment to develop the capacity of MEHRD personnel to undertake evidence-based planning, implementation, monitoring and reporting.

Recommendation 1a. will require some well-defined and achievable options being drafted for consideration and approval by the TAPQE Steering Group. Recommendation 1b. might involve the embedding of one or two Program positions for a fixed period to finalise the TEMIS and build capacity of personnel.

2. Review, simplify and deliver an updated TAPQE MERL – TAPQE Team

The TAPQE Program should review and simplify the TAPQE MERL Framework and success indicators to provide an implementable Program MERL Plan including:

- a. clear qualitative and quantitative baseline markers, by indicator, to enable measurement of progress against EOPOs - with a more analytical focus on GEDSI – end of April 2025
- b. a 2023 TAPQE Program baseline – end of May 2025
- c. collection and reporting of Program activity and data against (revised) success indicators and Program outcomes (effectiveness), and budget data and analytics by program activity (efficiency), for the 18-month period ending June 2025 – end of July 2025.

The process should consider operationalisation of features of the existing MERL Framework such as the 'performance rubric', a centralised system to capture evidence against the MERL Plan, and an appropriate and efficient suite of data collection tools, based on those proposed in the current MERL Framework.

Recommendation 2 will require a TAPQE Program MERL activity that is separate from other Program activity focused on the design, development and operation of a MEHRD MERL Framework, based on TESP IV.

3. Enhance oversight role and operation of the Steering Group – AHC and TAPQE Team

The Steering Group should take a more active and strategic role in the planning and monitoring of TAPQE Program activities and how they contribute to Program outcomes and contribute to MEHRD objectives. The Steering Group should apply a sharper focus on the effectiveness and efficiency of the delivery, and regular reflection on what's working well and/or what needs to change to maximise the chance of Program success and achievement of MEHRD outcomes. This recommendation should be in operation from the 2nd Steering Group meeting of 2025.



To do this the Steering Group, guided by the AHC, should review its Terms of Reference, its composition (to determine if additional expertise is required to supplement limited staff resources, or to add independent expert perspectives), and its mode of operation to ensure it can provide the required leadership for the TAPQE Program.

The TAPQE team, which is responsible for supporting the Steering Group, will need to ensure that the meeting agenda and supporting papers are fit for purpose and enabling deep and constructive engagement on progress, challenges and emerging opportunities. The TAPQE team should seek external advice on how best to support a strategic leadership group, including the chairing and meeting facilitation, to support the Program to work as effectively and efficiently as possible.

4. Maximise effective and efficient use of TAPQE personnel resources – TAPQE Team

With a focus on sustainability and localisation, and the capacity challenges confronting MEHRD, the TAPQE Program should investigate the relative cost and program benefit of different profiles of locally engaged staff, international advisers and embedded staff. Options should be presented to the Steering Group for decision, with the analysis of each option in terms of anticipated effectiveness and efficiency. This should be considered by the Steering Group at its 2nd Steering Group meeting of 2025 and implemented from July 2025.

5. Options to update Program design

Given the significant changes to the Tuvalu context and DFAT Investment priorities, the AHC should consider the potential benefits of a new design and tender process for the next phase of this Program, rather than a second five-year extension of the current program.

As this report has noted, the changing Tuvalu context and that of DFAT Investment priorities, when combined with the findings from this review, would most likely result in a different design to the one currently in operation. This might include a clear distinction between Ministry capacity development (possibly through embedded staff and/or the application of a DFA) and provision of services to assist the Ministry to improve teaching and learning.

Annexures

Annex 1: Terms of Reference

DRAFT TERMS OF REFERENCE

Mid-Term Review of the Tuvalu Australia Partnerships for Quality Education (TAPQE) Program January – March 2025

Background

Tuvalu is one of the world's smallest independent and most remote countries, comprising nine low-lying coral atolls, and is the second-smallest economy (with GDP of \$60m) in the Pacific. It has the highest official development assistance (ODA) to Gross National Income ratio in the region, with aid accounting for approximately 80 per cent of its national income¹⁹. Tuvalu has a population of almost 11,000 and the Tuvalu government's development agenda (*Te Kete*²⁰) focuses on five strategic areas including sustainable development, economic development, infrastructure development, social development and inclusion, and island & culture development.

Tuvalu's major development partners include Australia, Taiwan, New Zealand, Japan, EU, World Bank and Asian Development Bank. In the education sector, Australia, NZ (through scholarships), World Bank and UNICEF (through the Global Partnerships for Education) are key partners. Other regional education partners such as the University of the South Pacific, SPC EQAP, UNESCO and Fiji National University are also active in Tuvalu.

Tuvalu's education system includes 2 secondary schools, 10 primary schools and 18 early childhood education centres. In 2023, there were 3689 students enrolled across the Tuvalu education system, supported by a total of 214²¹ FTE teachers employed by the Ministry of Education & Human Resource Development (MEHRD) across all sectors including early childhood, primary, secondary, and technical & vocational skills development. In December 2023, there were 16 FTE Ministry-based staff, supporting the education workforce and systems²². There are a range of challenges facing Tuvalu's education system, including high turnover of teachers, lack of qualified teaching staff, literacy and numeracy learning challenges, low learning levels and high rates of grade repetition, drop-out and out-of-school children²³.

Australia's Assistance to Tuvalu's Education Sector

Australia has a strong commitment in supporting Tuvalu's education sector through the *Tuvalu Australia Partnership for Quality Education (TAPQE) Program (\$10 million over 5 years 2022/23-2026/27)*, delivered

¹⁹ Lowy Institute Pacific Aid Map

²⁰ [Print version Final LP 18-12-20.pdf](#)

²¹ Breakdown of 70 early childhood education teachers, 86 primary teachers and 58 secondary permanent teachers. This does not include temporary staff that are filling or relieving positions.

²² References drawn from draft MEHRD Education Workforce Development Framework report developed by the Tuvalu Australia Partnership for Quality Education (TAPQE Program).

²³ Education in Tuvalu: Global Partnership for Education

through a Managing Contractor model²⁴. The TAPQE Program is focused on addressing some of the education challenges in Tuvalu as reflected in its (TAPQE) End of Program Outcomes²⁵ :

EOPO 1: *Improved numeracy and literacy outcomes for both girls and boys (Years 1-10), including children with disabilities.*

EOPO 2: *Improved relevance and quality of secondary school teaching and pathways to employment and further education opportunities for both girls and boys, including learners with disabilities; and*

EOPO 3: *Strengthened Ministry of Education, Youth & Sports (now Ministry of Education & Human Resources Development) personnel and systems so that service delivery is more inclusive, evidence-based and efficient.*

The TAPQE Program builds on previous years of support (Australian Support to Education in Tuvalu (ASET Program 2018-2022) and the Australia Awards Scholarships. The TAPQE Investment Design Document (IDD) was developed during the COVID-19 pandemic, and inception phase activities commenced in January 2023. The TAPQE Program was officially launched in May 2024 at the Program's inaugural Steering Committee Meeting.

The TAPQE Program's Investment Design Document (IDD) has not yet been finalised by DFAT. The Program is currently implementing its workplan activities based on the draft IDD; pending the revision of the IDD to align with Tuvalu's new education sector plan (TESP IV) which is currently being reviewed by Tuvalu's senior education officials.

Since its inception, TAPQE has had a part-time team leader co-shared with the Nauru Education Program (NEP), with technical support provided by a range of short-term technical advisers encompassing literacy & numeracy, technical & vocational skills development, gender and social inclusion (GEDSI), climate change, education management information systems, continuous professional development, and monitoring and evaluation. The short-term advisers work with a team of locally engaged staff to support MEHRD. In March 2024, TAPQE appointed a Deputy Team Leader to be based full-time in Tuvalu to manage the Program's activities and support the country manager and team leader. Some anticipated TAPQE staffing changes in 2025 include a full-time team leader role and a literacy and numeracy adviser to be based in Tuvalu.

In addition to TAPQE, DFAT also provides direct technical assistance to MEHRD's senior leadership (a Strategic Education Adviser engaged separately through the Australia Pacific Partnerships Platform (AusP3). The Strategic Education Adviser provides mentoring support to the Director of Education and senior education officers; and assists MEHRD with their Education Sector Plans and development partner coordination efforts. Although the Strategic Education Adviser's activities are not in scope as part of this review, it would be useful to assess how the TAPQE Program is leveraging this support.

Tuvalu education sector – current developments

With funding support from the Global Partnerships for Education (GPE), UNICEF is supporting Tuvalu to develop its next Tuvalu Education Sector Plan (TESP IV). An Education Sector Analysis (ESA) has been developed to inform the TESP IV priorities. Tuvalu's Ministry of Education & Human Resources Development (MEHRD) is in the process of finalising the ESA and TESP IV and preparing its grant application for the Systems Transformation Grant through GPE. The Education Act has also been reviewed, and a draft Bill is currently with the Attorney General's office before its tabled in Parliament.

²⁴ TAPQE is implemented through Tetra Tech International Development Pty. Ltd.

²⁵ Drawn from the TAPQE Service Order 77889/2. Clause 2.5 of the SO notes that 'EOPOs cannot be changed unless approved by the Steering Group and DFAT policy delegates (jointly between Canberra and Post). Revisions below the EOPO level can be updated if agreed by the Steering Group'.

Tuvalu's TESP IV sets out Tuvalu's education priorities over the next 5 years, supported by a range of development partners including DFAT, World Bank, UNICEF, UNESCO, USP and SPC EQAP. Through GPE and other funding sources, several studies have been conducted to inform the development of TESP IV. These include the Education Sector Analysis, Education Enabling Factor Analysis, Education Workforce Review, Gender Analysis, etc. A draft summary of the current draft TESP IV is attached in **Annex 1**. The Tuvalu Education Partners Group (TEPG) supports MEHRD's oversight of the GPE grants managed through UNICEF.

Other Contextual Shifts

Australia and Tuvalu signed the Falepili Treaty in 2023. The Treaty is now in force. Among other commitments, the Treaty includes a mobility pathway providing up to 280 visas per year for Tuvaluans for permanent residency in Australia. This will enable visa holders to move freely between the two countries. The pathway will be operational in mid-2025.

Mid-Term Review Objectives

DFAT is commissioning this mid-term review to address two main objectives:

- 1) to help inform the finalisation of the TAPQE Investment Design Document and ensure it remains relevant to Tuvalu's education context, operational environment, and the priorities in the draft TESP IV to strengthen Tuvalu's education systems and outcomes; and
- 2) to assess TAPQE's progress towards achieving its End of Program Outcomes, identify what is working well and what needs to be strengthened to achieve the EOPOs; determine whether the current TAPQE MERL Framework and performance reporting is fit for purpose; and identify some recommendations for where improvements could be made to drive real changes in student outcomes, including students with disabilities and those most at risk of falling behind and/or in need of assistance.

The Mid Term Review will be conducted in line with DFAT's Development Evaluation Policy and DFAT's Design and Monitoring, Evaluation and Learning standards. The intended primary users of the findings and recommendations from this mid-term review include DFAT staff in Canberra (Tuvalu Desk/ Office of the Pacific) and Funafuti Post staff, senior officials of Tuvalu's Department of Education, including the Permanent Secretary (MEHRD) and the TAPQE Program team including the managing contractor team at both the headquarters level and program team in Funafuti. Secondary users of the findings from the mid-term review include school communities such as teachers and local island council (Kaupule) representatives, other development partners and members of the Tuvalu Education Partners Group.

Scope

The scope for the review will cover the TAPQE Program since its Inception Phase in November 2022 to date, including the following:

- a) Alignment with Tuvalu's key policies and priorities in the education sector (including *Te Kete*, the Tuvalu Government's 21 Priorities and Tuvalu's Education Sector Plans)
- b) The TAPQE Program implementation and management support, including the activities implemented by the technical advisers, locally engaged staff and program management and administration team;
- c) TAPQE's engagement with key stakeholders including MEHRD, Department of Education staff and teachers, the Strategic Education Adviser, and development partners (World Bank TuLEP Program, UNICEF, USP, SPC, etc.);
- d) MEHRD's interactions with TAPQE to support the Department of Education's policy priorities and engagement;

- e) TAPQE's engagement with the Tuvalu Education Partners Group (TEPG) and other relevant government agencies and civil society organisations in Tuvalu; and
- f) DFAT's engagement with the TAPQE Program.

The following areas are excluded from the scope of the review:

- i) MEHRD's engagement with other development partners, including DFAT;
- ii) MEHRD's engagement with the DFAT-funded Strategic Education Adviser and their engagement with DFAT;
- iii) DFAT's engagement on the Global Partnership for Education's grants to Tuvalu (as a coordinating agent) and
- iv) DFAT's management of the Australian Aid program in Tuvalu.

Key Questions for the Mid-Term Review

Relevance

- 1) To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?**
 - a. Are the key assumptions underpinning the program logic and theory of change still relevant? Do other factors need to be considered to reflect the current Tuvalu education context and Australia's current International Development Policy?
 - b. To what extent does the Program align with TESP IV priorities, MEHRD priorities and with other partner programs?
 - c. How well is the Program aligned with the needs of the target beneficiaries?
 - d. To what extent are localisation aspirations being realised?
 - e. How likely is it that Program benefits can be sustained?
 - f. What opportunities are there for the mobility pathways provided through the Falepili Treaty to contribute to enhancing the Tuvalu education sector and teaching workforce? What role might the Program undertake?

Effectiveness

- 2) To what extent is the TAPQE Program on track to achieve its three end of program outcomes?**
 - a. To what extent have program activities improved numeracy and literacy outcomes for all learners?
 - b. To what extent is the relevance and quality of secondary school teaching for pathways to employment and further education opportunities being improved for all students?
 - c. To what extent has the program strengthened MEHRD personnel and systems so that service delivery is more inclusive, evidence-based and efficient?
 - d. To what extent have the Program's GEDSI activities been effective?
 - e. To what extent have the Program's climate change activities been effective?

Efficiency

- 3) To what extent is the TAPQE Program using resources efficiently to achieve its End of Program Outcomes?**
 - a. How does the Program plan for and monitor the economic and timely delivery of program activities?
 - b. How does the Program reflect on and, where appropriate, adjust its structure and/or activities to improve the likelihood of achieving its End of Program Outcomes?
 - c. How does the Program reflect on and, where appropriate, adjust its structure and/or activities to improve GEDSI and climate change activities, outputs and outcomes?

Gender Equality and Social Inclusion (GEDSI) and Climate Change

- 4) To what extent are the TAPQE Program's GEDSI and Climate Change ambitions, approaches and achievements adequate against program logic and design, and current DFAT policies?**

Monitoring & Evaluation

- 5) To what extent are the MEL arrangements fit for purpose?**

- a. To what extent is the TAPQE MEL Plan and Framework appropriate to monitor progress on the achievement of the Program's intermediate and end of program outcomes?
- b. To what extent is the MEL system producing appropriate information products, including performance information that meets user information needs?

Team Composition

The Mid Term Review team will include the following:

- An external independent education sector specialist (as team leader), with significant evaluation experience in the education sector in the Pacific or in a developing country context. The team leader will be responsible for drafting the MTR report;
- An external MEL specialist with significant experience in the education sector in a developing country context – member (provide desk inputs of up to 12 days, working remotely). The MEL specialist will provide M&E input and will also have drafting responsibilities for the MTR Report as assigned by the Team Leader.
- An external GEDSI specialist with significant experience in the education sector in a developing country context – member (provide desk inputs of up to 12 days, working remotely). The GEDSI specialist will provide GEDSI inputs and will also have drafting responsibilities for the MTR Report as assigned by the Team Leader
- An education sector specialist (from DFAT Pacific Education Team, Canberra) – member. The DFAT representative on the team will also contribute to the MTR report.

The Mid Term Review will be led by an externally engaged Team Leader and will complement support from education partners in Tuvalu (World Bank, UNICEF, etc.). The Review team will be supported by Tuvalu Desk and Funafuti Post.

Timeframe

The Mid-term review will commence in January to March 2025, so that the TAPQE Investment Design Document can be finalised by the end of March 2025.

MEHRD and UNICEF are still finalising the Tuvalu Education Sector Analysis (ESA) report and the Tuvalu Education Sector Plan IV (TESP IV). DFAT will ensure that the review team has access to relevant MEHRD and UNICEF staff during the review period, to ensure the review recommendations are in line with the priorities in the final TESP IV.

The Mid-term review is expected to include the following activities:

- a) Conduct a Desk Review of the draft TAPQE IDD and the draft TESP IV documents and analysis made available by Funafuti Post and make recommendations to ensure the TAPQE Program is aligned with the Australia Tuvalu Development Partnership Plan and TESP IV;
- b) Assess the TAPQE Program activities and determine what's working and what needs to be strengthened;
- c) Conduct an in-country visit to Tuvalu (Funafuti) to meet with key stakeholders to validate findings and recommendations from (a) and (b) above; and
- d) make recommendations to DFAT on how identified issues can be addressed within the context of the TAPQE IDD (through an Addendum) to maximise the chance that the TAPQE Program will achieve its end of program outcomes by 2026-27.

An Indicative timeline for the TAPQE Mid-Term Review is provided in the table below:

Indicative Dates	Activities	Location	Team Leader Days	MEL Specialist Days	GEDSI Specialist Days	DFAT Representative Days
6 Jan 2025	DFAT/AHC verbal briefing with the Review team (Teams meeting online) to cover the background, key issues, and priorities for the MTR.	Online	1	1	1	1
6 – 11 January 2025	Desk Review – team leader (also MEL specialist and GEDSI specialist – remote inputs)	Home-base	6	4	4	4
22 January 2025	i) Desk review meeting with DFAT to discuss early observations from desk review ii) Submit Evaluation plan (including consultation plans for the in-country visit)	Home base	3	2	2	2
week of 27 th Jan	In-country visit to Tuvalu	Tuvalu	5	0	0	5
22 Feb	Draft MTR Report (including Addendum on the TAPQE IDD revisions)	Home base	10	3	3	6
17 March	Final Report	Home Base	3	2	2	2
TOTAL excluding travel days -			28 days	12 days	12 days	20 days

Consultations

The mid-term review team will consult closely with key education partners in Tuvalu in their various roles as school system managers and Tuvalu Ministry of Education and Human Resources Development to reflect their unique delivery contexts and local expertise.

The Review team will consult widely with stakeholders, including teachers, school leaders, support staff, education unions and nongovernment sector stakeholders, parents, youth and student bodies and other key stakeholder groups. Staff from the Australian High Commission in Tuvalu will work closely with the Review team to schedule meetings with the relevant stakeholders.

Reports

The Mid-term review team will provide the following reports to DFAT:

- Summary Report of Desk Review findings – 22 January 2025
- Draft Evaluation Plan (including consultation plans for the in-country visit) – 23 January 2025
- Aide Memoir and debrief with Funafuti Post (during in-country visit) – First week of February 2025 (dates TBC)
- Draft MTR Report (including Addendum on the changes to be made to the TAPQE IDD) – 22 February 2025
- Final MTR Report (including the Addendum on the proposed changes to the TAPQE IDD) – 17 March 2025

The mid-term review final report and management response will be published on the DFAT website (in accordance with DFAT's Development Evaluation Policy) and must meet DFAT's Design and Monitoring, Evaluation and Learning standards.

Key Documents to inform the Mid-term Review

- TAPQE draft Investment Design Document and Annexures
- TAPQE Workplans and Annual Reports
- IMR Report for TAPQE (both DFAT and Managing Contractor's feedback)
- TESP IV (current draft)
- Tuvalu Partnership Compact
- Tuvalu Education Sector Analysis
- Tuvalu Education – Enabling Factor Analysis
- TuLEP Mid-Term Review Report
- Australia – Tuvalu Development Partnership Plan
- Falepili Treaty

ANNEX 1: Draft Summary of TESP IV Outcomes, Objectives and Strategies

The current final draft version of TESP IV has the following outcomes and objectives:

Outcome 1: Equitable access, participation, retention and inclusive education: All children and youth in Tuvalu, regardless of their geographical location, gender, socio-economic status or special education needs, have equitable access to quality education and the necessary support systems to achieve retention and successful completion of their educational journey.

Outcome 1 - Objectives	Outcome 1 - Strategies
<i>a) Access to education is equitable at all islands despite geographic disparities.</i>	<ul style="list-style-type: none"> • Improve school connectivity and technology infrastructure – improve school connectivity bandwidth and provide ICT infrastructure to allow students and teachers to benefit from digital learning and training. • Develop distance learning programs – develop a distance learning platform and implement remote learning solutions for students and teachers to bridge the geographic divide. • Improve transportation infrastructure – for students on the larger islands, ensure their access to school is not impeded by lack of sufficient transportation infrastructure • Address overcrowding in Funafuti primary schools – noting that potential overcrowding in schools could also be impacted through the mobility pathways (Pacific Engagement Visa, Falepili, NZ Pacific Access Migration pathways, etc. • develop infrastructure and assign additional teaching staff to address overcrowding in affected schools.
<i>b) Gender equity in access to safe schools is ensured</i>	<ul style="list-style-type: none"> • Design and implement gender-focused programs – design and deliver initiatives specifically supporting boys’ enrolment, retention and completion in secondary education. • Develop Positive Behaviour Management Framework – integrate gender-based violence awareness and prevention into the school curriculum, anti-bullying initiatives, establish clear and confidential reporting mechanisms, provide counselling and support services for victims, and enforce strict policies with consequences for perpetrators to create a safe and supportive school environment.
<i>c) Out-of-School children are reintegrated into formal schooling or follow alternative education pathways</i>	<ul style="list-style-type: none"> • Develop alternative learning pathways – create flexible learning pathways that allow children (including those currently out of school) to follow a variety of learning options in core academic subjects, TVSD and alternative education and develop own

Outcome 1 - Objectives	Outcome 1 - Strategies
	<p>Individualised Education Plans (IEPs) and non-siloed subject selections.</p> <ul style="list-style-type: none"> Preparing for and implementing universal access to education up to Year 10 – prepare infrastructure, material and personnel support for schools to provide universal access up to Year 10 (as per draft Education Bill) and ensuring they are equipped to handle the increased number of students.
<i>d) Children with special education needs and disabilities are able to access appropriate education tailored to their needs</i>	<ul style="list-style-type: none"> Enhance inclusion support training – provide comprehensive training for teachers, specialists and parents in inclusive education practices to address existing prejudice and help develop more inclusive environment Develop a central mandate for inclusion – establish a dedicated body at the central level to manage and oversee inclusive education initiatives Equip Inclusion Centres – provide additional resources and ongoing training to inclusive education centres to better support children with special needs and disabilities.
<i>e) Improved child screening and diagnostic practice helps provide differentiated and specialist learning support</i>	<ul style="list-style-type: none"> Improve diagnostic capabilities – develop and deliver targeted training on disability and learning difficulty inclusion diagnostics to accurately identify and support children with special educational needs and disabilities in a sustainable way Implement basic health and learning readiness screening: procure and develop screening resources and deploy basic screening of health and learning across all sectors
<i>f) Children’s wellbeing is ensured, and they have access to counselling</i>	<ul style="list-style-type: none"> Strengthen student wellbeing programs – implement wellbeing framework and provide counselling support for teachers and parents Designate student counsellors – assign and train staff members at each school to act as a student counsellor
<i>g) Children at Risk of dropping out or repeating are identified early and adequately supported through remedial programs</i>	<ul style="list-style-type: none"> Implement early warning systems – develop and implement systems to identify children and youth at risk of dropping out or repeating early and provide timely support interventions, including through parent committees.

Quality learning and teaching: Students’ learning outcomes and overall educational achievement are improved through high-quality learning experiences delivered by well-trained and supported teachers, relevant and effective curricula, quality resources and infrastructure, and robust assessment systems.

Outcome 2 - Objectives	Outcome 2 - Strategies
<p><i>a) Teachers are highly qualified, continuously developing professionally, and empowered as leaders, leading to improved educational practices and student outcomes</i></p>	<ul style="list-style-type: none"> • Enhance teacher qualifications – develop and implement comprehensive pre-service training programmes, with practical components, to improve teacher qualifications and professional development. • Develop and implement teacher CPD policy – develop a systematic, dedicated CPD policy and offer ongoing professional development opportunities focusing on current pedagogical skills, strategies to address gender and inclusion in the school, and relevant issues such as climate change, family planning, etc. aligned to teacher needs. • Expand support to communities of practice – provide guidance and material support to teachers’ communities of practice (including guidance on coaching and mentoring, peer lesson observations and feedback), particularly on the islands, to further support teacher development in isolated communities. • Strengthen formative assessment practice in schools – provide targeted training and tools for all teachers to improve their formative assessment practice. • Embed experts with regional/ international experience (internationals or expert diaspora members) in local schools and institutions to build capacity of teachers and educational leaders. • Empower teachers as leaders – empowering teachers as leaders of learning in their classrooms through professional development and support and link it to structured career progression. • Address teacher gender imbalance – implement targeted recruitment and awareness programs to attract and retain men to the teaching workforce, ensuring gender diversity and improving equity across all educational levels. • Review and implement teacher and leader standards and quality framework – update the teacher and leadership standards to be more effective, train staff on standards and link standard compliance to performance evaluation.

Outcome 2 - Objectives	Outcome 2 - Strategies
<p><i>b) Holistic curriculum and language learning approaches are adopted to ensure all learners are able to develop core skills, understand how to live a healthy lifestyle, build resilience, and access the curriculum effectively.</i></p>	<ul style="list-style-type: none"> • Align the curriculum framework to ensure continuity and relevance – review and update the curriculum framework to ensure continuity and linkages between levels and links beyond school, as well as increased focus on all-life skills. • Develop a language policy – develop and implement a language policy and supporting curriculum materials that can effectively support multilingual education and strengthens the use of Tuvaluan language in schools • Expand the Tuvaluan language home reader program – develop a home reader program and resources (particularly for ECE and early primary) and related training for teachers linking classroom to home and improving early literacy. • Integrate non-cognitive skills into curricula – incorporate relevant all-life skills, non-cognitive and cultural skills development into the curriculum framework and add cross-curricular links and themes. • Strengthen healthy living agenda and integrate with sports in schools – promoting healthy and active lifestyles to improve children’s health outcomes and to fight non-communicable diseases. • Build resilience through whole school approach – based on Tuvaluan culture and values, broaden after-school programs to include more practical culture and value-based activities.
<p><i>c) educational resources are in place to ensure issues of overcrowding are addressed, and that practical learning can take place effectively</i></p>	<ul style="list-style-type: none"> • Improve classroom facilities – upgrade and maintain classroom facilities to create conducive learning environments in both primary and secondary schools. • Ensure adequate school resourcing, particularly to support core subjects – provide schools with necessary up-to-date textbooks, review and update library collections, and provide laboratory and specialist equipment to secondary schools, inclusion centres and TVSD.
<p><i>d) Technology-supported delivery is effectively resourced to build digital literacy skills, improve learning and teaching, and strengthen school management</i></p>	<ul style="list-style-type: none"> • Integrate technology in classrooms – promote the use of technology in teaching and learning by providing connectivity, digital tools and resources to teachers and students.

Outcome 2 - Objectives	Outcome 2 - Strategies
	<ul style="list-style-type: none"> • Develop digital literacy – offer training for teachers (both pre-service and in-service), administrative staff and children and youth to enhance their digital literacy and ability to effectively use technology for educational and management purposes.
<p><i>e) ECCE access and provision are enhanced through a unified curriculum, effective resource management and strengthened policy development and coordination</i></p>	<ul style="list-style-type: none"> • Implement a unified ECCE Curriculum – ensure consistent application of a unified curriculum across all preschools with comprehensive teacher training and regular assessments. • Enhance resource management and access – improve the availability and equitable distribution of educational resources across all ECCE centres, particularly in remote areas. • Align policies and improve coordination – ensure alignment between ECCE policies, curriculum frameworks, and teacher training programs to support consistent implementation and improve educational outcomes.
<p><i>f) Effective pathways and technical education are established, with parity of esteem, high expectations for all, with practical engagement with workforce needs.</i></p>	<ul style="list-style-type: none"> • Enhance perception and value of TVSD – launch awareness campaigns to highlight the importance and benefits of TVSD education, changing public perception and increasing enrolment and reform admission policies to ensure that admission to TVSD is not seen as a fallback for failing exams, but as a viable and valuable educational pathway. • Engage private sector and key employers – partner with the private sector to align TVSD curricula with market needs and encourage sponsorship and involvement in course development and delivery • Build support systems for TVSD students – implement support services such as career counselling, mentorship, apprenticeships and internships as well as financial aid to help students continue and succeed in their TVSD careers. • Develop and implement a revised TVSD curriculum framework – developing a curriculum framework for the TVSD sector aligning it to labour market needs, international qualification frameworks and available offerings and implement it in selected institutions.

The education system is resilient, founded in effective and efficient governance and financial management: Tuvalu's education system is resilient and well-governed with robust infrastructure, effective policy frameworks, and sustainable financial management practices to ensure continuous improvement and adaptability to environmental, socio-economic and other external challenges.

Outcome 3 - Objectives	Outcome 3 - Strategies
<i>a) educational infrastructure is resilient to climate and environmental challenges</i>	<ul style="list-style-type: none"> • Design and enhance climate-resilient infrastructure – construct and upgrade educational facilities that can withstand environmental challenges such as rising sea levels and cyclones.
<i>b) education data and information systems are robust and used in policymaking and planning</i>	<ul style="list-style-type: none"> • Upgrade to a comprehensive TEMIS – upgrade and maintain an integrated TEMIS that covers all educational sub-sectors, inclusion and equity indicators, ensuring accurate and timely data reporting for decision-making. • Integrate data sources to track students' progress – integrate data sources from international, national and school assessments to comprehensively track student progress and identify areas in need of support. • Integrate inclusion data into TEMIS – ensure key data points on inclusion are incorporated into the TEMIS to inform policy development and review processes. • Enhance research and evidence generation – establish a comprehensive research and evidence generation framework within TEMIS, enabling the collection, analysis and dissemination of high-quality data to inform policy decisions, improve educational practices, and drive continuous improvement across all educational sub-sectors. • Develop human capacity in planning, management and utilisation of education data – implement targeted training programmes to build the skills of education staff in effectively planning, managing and utilising education data and information systems, ensuring data-driven decision-making and improved educational outcomes.
<i>c) planning and budgeting processes are integrated and equitable</i>	<ul style="list-style-type: none"> • Strengthen planning and budgeting processes – establish clear linkages between planning, budgeting, implementation and monitoring and evaluation to ensure effective and efficient use of resources.

Outcome 3 - Objectives	Outcome 3 - Strategies
	<ul style="list-style-type: none"> • Ensure equitable distribution of resources – allocate resources fairly across all levels of education, with a focus on early childhood care and secondary education, to address disparities and support equitable access.
<p><i>d) Communities and parents are actively involved in children’s education from early age</i></p>	<ul style="list-style-type: none"> • Engage communities and parents – develop initiatives to enhance the involvement of communities and parents in the educational process, such as through awareness and support programmes focused on parental learning, fostering a collaborative environment for student success. • Strengthen community and parental engagement in ECCE and ECD – develop and execute strategies to actively engage parents and caregivers, including community outreach programs and workshops and develop and implement associated communications plan.
<p><i>e) teacher retention is improved, addressed systematically and linked to performance</i></p>	<ul style="list-style-type: none"> • Develop retention programs – create and pilot strategies to improve teacher retention, including in-country concurrent teacher training programs to enhance job satisfaction and professional development. • Individual Performance Development Goals – establish performance development goals and initiatives for administrative and teaching staff to foster career pathways and improve retention, systematically collect and review data on teacher performance and effectiveness, impact of training and link it to teacher evaluation and career progress within an accessible online platform.
<p><i>f) school management committees (SMC) regularly develop and implement School Improvement Plans (SIP)</i></p>	<ul style="list-style-type: none"> • Empower SMCs and implement SIPs – enhance the role of school management committees and develop annual School Improvement Plans to improve school management and educational outcomes and link SIPs to education funding.
<p><i>g) Disaster Risk Reduction (DRR) and Emergency Preparedness Plans are developed and implemented</i></p>	<ul style="list-style-type: none"> • Implement DRR and emergency plans – establish and enforce disaster risk reduction and emergency preparedness strategies to ensure the educational system can effectively respond to external shocks and maintain continuity.

Outcome 3 - Objectives	Outcome 3 - Strategies
<p><i>h) policy frameworks are robust, regularly updated and founded in evidence and research.</i></p>	<ul style="list-style-type: none"> • Develop and implement robust policies – formulate and regularly update policy frameworks that guide educational practices, ensuring alignment with national goals and international standards. • Promote research initiatives – encourage and support research activities at all levels of education to inform policy development and improve educational outcomes.
<p><i>i) There is continuity and complementarity in management and implementation of education programming/ interventions across all sectors and knowledge is shared effectively</i></p>	<ul style="list-style-type: none"> • Develop succession planning framework – develop and implement a comprehensive succession planning framework across all levels of the ministry, including structured handover processes, detailed documentation practices and mentorship programs to ensure continuity, effective data transfer and seamless transitions. • Improve knowledge management – establish a central repository for key data, documents, policies and other essential information, ensuring easy access, regular updates and secure management to support effective knowledge sharing and decision-making across the ministry. • Strengthen coordination mechanisms – establish and strengthen coordination mechanisms with other ministries, multilateral partners, and education stakeholders to ensure continuity, complementarity and effective knowledge sharing in the management and implementation of education programs and interventions

TAPQE Mid-term Review

Evaluation Plan

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Document history

Version	Date submitted	Submitted to	Amendments
V1.0 for review	23 January	Harry Needham, Second Secretary, AHC Tuvalu	

Tuvalu and Australia Partnership for Quality Education (TAPQE)

– Mid-Term Review Evaluation Plan

Introduction

Background and context

Australia has a strong commitment in supporting Tuvalu's education sector through the Tuvalu Australia Partnership for Quality Education (TAPQE) Program (\$10 million over 5 years 2022/23-2026/27), managed by Tetra Tech International Development.

The TAPQE Program is focused on addressing some of the education challenges in Tuvalu as reflected in its (TAPQE) End of Program Outcomes:

EOPO 1: Improved numeracy and literacy outcomes for both girls and boys (Years 1-10), including children with disabilities.

EOPO 2: Improved relevance and quality of secondary school teaching and pathways to employment and further education opportunities for both girls and boys, including learners with disabilities; and

EOPO 3: Strengthened Ministry of Education, Youth & Sports (now Ministry of Education & Human Resources Development) personnel and systems so that service delivery is more inclusive, evidence-based and efficient.

The TAPQE Program builds on previous years of support (Australian Support to Education in Tuvalu (ASET Program 2018-2022) and the Australia Awards Scholarships.

The TAPQE Investment Design Document (IDD) was developed during the COVID-19 pandemic, which obviously created challenges for consultation, engagement and negotiation during the development process. The TAPQE Program's Investment Design Document (IDD) has not yet been formally approved by DFAT.

Inception phase activities commenced in January 2023 and the TAPQE Program was officially launched in May 2024 at the Program's inaugural Steering Committee Meeting. The Program is in the early phase of implementation and its workplan activities are based on the draft IDD, pending the revision of the IDD to align with Tuvalu's new education sector plan (TESP IV) which is currently being reviewed by Tuvalu's senior education officials.

Purpose and Scope

This document outlines the mid-term review evaluation plan for the Tuvalu Australia Partnership for Quality Education (TAPQE) Program. The evaluation plan sets out the key questions and approach.

The terms of reference for this review, including objectives and scope, are set out in [Annex 1](#).

As set out in the terms of reference, DFAT has two main objectives for the mid-term review:

- 1) to help inform the finalisation of the TAPQE Investment Design Document and ensure it remains relevant to Tuvalu's education context, operational environment, and the priorities in the draft TESP IV to strengthen Tuvalu's education systems and outcomes; and
- 2) to assess TAPQE's progress towards achieving its End of Program Outcomes, identify what is working well and what needs to be strengthened to achieve the EOPOs; determine whether the current TAPQE MERL Framework and performance reporting is fit for purpose;

and identify some recommendations for where improvements could be made to drive real changes in student outcomes, including students with disabilities and those most at risk of falling behind and/or in need of assistance.

The primary audience for the review report is DFAT, senior officials of Tuvalu's Department of Education and the TAPQE Program team including the managing contractor.

The review team comprises:

- Robert Randall - independent education sector specialist (as team leader)
- Alex Gruenewald - external MEL specialist
- Seta Macanawai - external GEDSI
- Michael Currie – DFAT education sector specialist

Mid-Term Review Key Questions

The key questions in Table 1 are a refinement of those posed in the terms of reference. Revised key questions were submitted to and approved by the Tuvalu AHC in early January.

The key questions will be used to assess the Program's progress, identify what is working well and what needs to be strengthened. The findings of the review will inform advice in response to the first objective of the mid-term review.

The key questions and the sub questions provide the structure for the review process and the review report. These questions are mapped against sources of data (primarily document reviews and interviews) in [Annex 3](#).

Table 1: TAPQE Mid-Term Review Key Questions

Evaluation criteria and key questions	Sub questions
Relevance 1. To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?	a. Are the key assumptions underpinning the program logic and theory of change still relevant? Do other factors need to be considered to reflect the current Tuvalu education context and Australia's current International Development Policy? b. To what extent does the Program align with TESP IV priorities, MEHRD priorities and with other partner programs? c. How well is the Program aligned with the needs of the target beneficiaries? d. To what extent are localisation aspirations being realised? e. How likely is it that Program benefits can be sustained? f. What opportunities are there for the mobility pathways provided through the Falepili Treaty to contribute to enhancing the Tuvalu education sector and teaching workforce? What role might the Program undertake?
Effectiveness 2. To what extent is the TAPQE Program on track to achieve its three end of program outcomes?	a. To what extent have program activities improved numeracy and literacy outcomes for all learners? b. To what extent is the relevance and quality of secondary school teaching for pathways to employment and further education opportunities being improved for all students? c. To what extent has the program strengthened MEHRD personnel and systems so that service delivery is more inclusive, evidence-based and efficient? d. To what extent have the Program's GEDSI activities been effective? e. To what extent have the Program's climate change activities been effective?

Evaluation criteria and key questions	Sub questions
Efficiency 3. To what extent is the TAPQE Program using resources efficiently to achieve its End of Program Outcomes?	a. How does the Program plan for and monitor the economic and timely delivery of program activities? b. How does the Program reflect on and, where appropriate, adjust its structure and / or activities to improve the likelihood of achieving its End of Program Outcomes? c. How does the Program reflect on and, where appropriate, adjust its structure and / or activities to improve GEDSI and climate change activities, outputs and outcomes?
Gender Equality and Social Inclusion (GEDSI) and Climate Change 4. To what extent are the TAPQE Program's GEDSI and Climate Change ambitions, approaches and achievements adequate against program logic and design, and current DFAT policies?	Also see 2 d, 2e and 3 c.
Monitoring and evaluation 5. To what extent are the MEL arrangements fit for purpose?	a. To what extent is the TAPQE MEL Plan and Framework appropriate to monitor progress on the achievement of the Program's intermediate and end of program outcomes? b. To what extent is the MEL system producing appropriate information products, including performance information that meets user information needs?

Approach

The main sources of data for the review will be documents and interviews with key stakeholders. As set of documents was initially provided by the Tuvalu AHC – [Annex 2](#). Findings from the review of these documents will be provided to the Tuvalu AHC. Based on the initial review further documents have been sought – see [Annex 3](#).

Documents will be reviewed across all stages of the review, with a complete list provided in the final Mid-Term Review Report. Key observations and questions arising from document reviews are being recorded by key questions in excel spreadsheets by individual team members. These will be compiled into one document to inform interviews and reporting.

Interviews will be conducted with stakeholders in-country and remotely (as required). Interview questions will be based on the review key questions and sub questions, providing some structure while also allowing for flexibility in the interview process to benefit from interviewees expertise and engagement with the program. Where possible and appropriate interviews will be recorded. They will be available for review and for transcription as needed by the review team.

Where available quantitative and qualitative data will be used to inform the review process and findings against key questions. No new quantitative data is planned to be sought or gathered.

The review is following the timeline set out in the terms of reference – [Annex 2](#).

Annex 1 – TAPQE Mid-Term Review Terms of Reference (6 January)

DRAFT TERMS OF REFERENCE

Mid-Term Review of the Tuvalu Australia Partnerships for Quality Education (TAPQE) Program January – March 2025

Background

Tuvalu is one of the world's smallest independent and most remote countries, comprising nine low-lying coral atolls, and is the second-smallest economy (with GDP of \$60m) in the Pacific. It has the highest official development assistance (ODA) to Gross National Income ratio in the region, with aid accounting for approximately 80 percent of its national income²⁶. Tuvalu has a population of almost 11,000 and the Tuvalu government's development agenda (*Te Kete*²⁷) focuses on five strategic areas including sustainable development, economic development, infrastructure development, social development and inclusion, and island & culture development.

Tuvalu's major development partners include Australia, Taiwan, New Zealand, Japan, EU, World Bank and Asian Development Bank. In the education sector, Australia, NZ (through scholarships), World Bank and UNICEF (through the Global Partnerships for Education) are key partners. Other regional education partners such as the University of the South Pacific, SPC EQAP, UNESCO and Fiji National University are also active in Tuvalu.

Tuvalu's education system includes two secondary schools, ten primary schools and 18 early childhood education centres. In 2023, there were 3689 students enrolled across the Tuvalu education system, supported by a total of 214²⁸ FTE teachers employed by the Ministry of Education & Human Resource Development (MEHRD) across all sectors including early childhood, primary, secondary, and technical & vocational skills development. In December 2023, there were 16 FTE Ministry-based staff, supporting the education workforce and systems²⁹. There are a range of challenges facing Tuvalu's education system, including high turnover of teachers, lack of qualified teaching staff, literacy and numeracy learning challenges, low learning levels and high rates of grade repetition, drop-out and out-of-school children³⁰.

Australia's Assistance to Tuvalu's Education Sector

Australia has a strong commitment in supporting Tuvalu's education sector through the *Tuvalu Australia Partnership for Quality Education (TAPQE) Program (\$10 million over 5 years 2022/23-2026/27)*, delivered through a Managing Contractor model³¹. The TAPQE Program is focused on addressing some of the education challenges in Tuvalu as reflected in its (TAPQE) End of Program Outcomes³² :

²⁶ Lowy Institute Pacific Aid Map

²⁷ [Print version Final_LP_18-12-20.pdf](#)

²⁸ Breakdown of 70 early childhood education teachers, 86 primary teachers and 58 secondary permanent teachers. This does not include temporary staff that are filling or relieving positions.

²⁹ References drawn from draft MEHRD Education Workforce Development Framework report developed by the Tuvalu Australia Partnership for Quality Education (TAPQE Program).

³⁰ Education in Tuvalu: Global Partnership for Education

³¹ TAPQE is implemented through Tetra Tech International Development Pty. Ltd.

³² Drawn from the TAPQE Service Order 77889/2. Clause 2.5 of the SO notes that 'EOPOs cannot be changed unless approved by the Steering Group and DFAT policy delegates (jointly between Canberra and Post). Revisions below the EOPO level can be updated if agreed by the Steering Group'.

EOPO 1: Improved numeracy and literacy outcomes for both girls and boys (Years 1-10), including children with disabilities.

EOPO 2: Improved relevance and quality of secondary school teaching and pathways to employment and further education opportunities for both girls and boys, including learners with disabilities; and

EOPO 3: Strengthened Ministry of Education, Youth & Sports (now Ministry of Education & Human Resources Development) personnel and systems so that service delivery is more inclusive, evidence-based and efficient.

The TAPQE Program builds on previous years of support (*Australian Support to Education in Tuvalu (ASET Program 2018-2022)*) and the Australia Awards Scholarships. The TAPQE Investment Design Document (IDD) was developed during the COVID-19 pandemic, and inception phase activities commenced in January 2023. The TAPQE Program was officially launched in May 2024 at the Program's inaugural Steering Committee Meeting.

The TAPQE Program's Investment Design Document (IDD) has not yet been finalised by DFAT. The Program is currently implementing its workplan activities based on the draft IDD; pending the revision of the IDD to align with Tuvalu's new education sector plan (TESP IV) which is currently being reviewed by Tuvalu's senior education officials.

Since its inception, TAPQE has had a part-time team leader co-shared with the Nauru Education Program (NEP), with technical support provided by a range of short-term technical advisers encompassing literacy & numeracy, technical & vocational skills development, gender and social inclusion (GEDSI), climate change, education management information systems, continuous professional development, and monitoring and evaluation. The short-term advisers work with a team of locally engaged staff to support MEHRD. In March 2024, TAPQE appointed a Deputy Team Leader to be based full-time in Tuvalu to manage the Program's activities and support the country manager and team leader. Some anticipated TAPQE staffing changes in 2025 include a full-time team leader role and a literacy and numeracy adviser to be based in Tuvalu.

In addition to TAPQE, DFAT also provides direct technical assistance to MEHRD's senior leadership (a Strategic Education Adviser engaged separately through the Australia Pacific Partnerships Platform (AusP3)). The Strategic Education Adviser provides mentoring support to the Director of Education and senior education officers; and assists MEHRD with their Education Sector Plans and development partner coordination efforts. Although the Strategic Education Adviser's activities are not in scope as part of this review, it would be useful to assess how the TAPQE Program is leveraging this support.

Tuvalu education sector – current developments

With funding support from the Global Partnerships for Education (GPE), UNICEF is supporting Tuvalu to develop its next Tuvalu Education Sector Plan (TESP IV). An Education Sector Analysis (ESA) has been developed to inform the TESP IV priorities. Tuvalu's Ministry of Education & Human Resources Development (MEHRD) is in the process of finalising the ESA and TESP IV and preparing its grant application for the Systems Transformation Grant through GPE. The Education Act has also been reviewed, and a draft Bill is currently with the Attorney General's office before its tabled in Parliament.

Tuvalu's TESP IV sets out Tuvalu's education priorities over the next 5 years, supported by a range of development partners including DFAT, World Bank, UNICEF, UNESCO, USP and SPC EQAP. Through GPE and other funding sources, several studies have been conducted to inform the development of TESP IV. These include the Education Sector Analysis, Education Enabling Factor Analysis, Education Workforce Review, Gender Analysis, etc. A draft summary of the current draft TESP IV is attached in **Annex 1**. The Tuvalu Education Partners Group (TEPG) supports MEHRD's oversight of the GPE grants managed through UNICEF.

Other Contextual Shifts

Australia and Tuvalu signed the Falepili Treaty in 2023. The Treaty is now in force. Among other commitments, the Treaty includes a mobility pathway providing up to 280 visas per year for Tuvaluans for permanent residency in Australia. This will enable visa-holders to move freely between the two countries. The pathway will be operational in mid-2025.

Mid Term Review Objectives

DFAT is commissioning this mid-term review to address two main objectives:

- 1) to help inform the finalisation of the TAPQE Investment Design Document and ensure it remains relevant to Tuvalu's education context, operational environment, and the priorities in the draft TESP IV to strengthen Tuvalu's education systems and outcomes; and
- 2) to assess TAPQE's progress towards achieving its End of Program Outcomes, identify what is working well and what needs to be strengthened to achieve the EOPOs; determine whether the current TAPQE MERL Framework and performance reporting is fit for purpose; and identify some recommendations for where improvements could be made to drive real changes in student outcomes, including students with disabilities and those most at risk of falling behind and/or in need of assistance.

The Mid Term Review will be conducted in line with DFAT's Development Evaluation Policy and DFAT's Design and Monitoring, Evaluation and Learning standards. The intended primary users of the findings and recommendations from this mid-term review include DFAT staff in Canberra (Tuvalu Desk/ Office of the Pacific) and Funafuti Post staff, senior officials of Tuvalu's Department of Education, including the Permanent Secretary (MEHRD) and the TAPQE Program team including the managing contractor team at both the headquarters level and program team in Funafuti. Secondary users of the findings from the mid-term review include school communities such as teachers and local island council (Kaupule) representatives, other development partners and members of the Tuvalu Education Partners Group.

Scope

The scope for the review will cover the TAPQE Program since its Inception Phase in November 2022 to date, including the following:

- a) Alignment with Tuvalu's key policies and priorities in the education sector (including *Te Kete*, the Tuvalu Government's 21 Priorities and Tuvalu's Education Sector Plans)
- b) The TAPQE Program implementation and management support, including the activities implemented by the technical advisers, locally engaged staff and program management and administration team;
- c) TAPQE's engagement with key stakeholders including MEHRD, Department of Education staff and teachers, and the Strategic Education Adviser, and development partners (World Bank TuLEP Program, UNICEF, USP, SPC, etc.);
- d) MEHRD's interactions with TAPQE to support the Department of Education's policy priorities and engagement;
- e) TAPQE's engagement with the Tuvalu Education Partners Group (TEPG) and other relevant government agencies and civil society organisations in Tuvalu; and
- f) DFAT's engagement with the TAPQE Program.

The following areas are excluded from the scope of the review:

- i) MEHRD's engagement with other development partners, including DFAT;

- ii) MEHRD's engagement with the DFAT-funded Strategic Education Adviser and their engagement with DFAT;
- iii) DFAT's engagement on the Global Partnership for Education's grants to Tuvalu (as a coordinating agent) and
- iv) DFAT's management of the Australian Aid program in Tuvalu.

Key Questions for the Mid-Term Review

Relevance

- 1) **Are TAPQE's Investment Design Document and End of Program Outcomes well-aligned with the draft TESP IV priorities and expected outcomes? If not, identify the TAPQE EOPOs that need to be strengthened, modified, or changed; and provide clear rationale for these proposed changes.**
 - Is the TAPQE Program engaged in the right interventions and activities that are appropriate for the context of Tuvalu's education sector?
 - What is the extent to which TAPQE's objectives and design respond to/or are sensitive to the economic, environmental, social, political economy and capacity conditions in Tuvalu, including the TAPQE Program's targeted beneficiaries?
 - How well does the TAPQE Program fit in with MEHRD's priorities and other interventions funded by development partners in Tuvalu's education sector?
 - Is the TAPQE Program meeting the needs of the Program's targeted beneficiaries? (MEHRD staff, teachers, students (including boys, girls and students with disabilities and learning difficulties), school communities (including parents, local island councils (Kaupules), etc.)
 - How are the benefits introduced through the TAPQE Program interventions and activities strengthening MEHRD's systems and processes, and determine if this can be sustained by MEHRD within the short to medium term? Are these benefits being institutionalised within the local systems and processes to ensure that the benefits are sustainable?
 - Is TAPQE's localisation approaches through its program interventions and activities relevant and context-appropriate? How can these approaches be strengthened to ensure sustained benefits over the short to medium term?
 - What opportunities are there under the mobility pathways in Tuvalu (e.g. Falepili Treaty) that can positively impact the education sector and teaching workforce, in collaboration with the TAPQE Program?
 - Provide an Addendum specifying the changes and recommendations that need to be made to the draft TAPQE IDD, for DFAT's consideration.

Effectiveness

- 2) **Is the TAPQE Program on track to achieve its three end of program outcomes? Assess the level of progress made towards achievement of the EOPOs.**
 - What TAPQE Program activities are working well and will help contribute to the achievement of the end of program outcomes?
 - What TAPQE Program activities are not working well and need to be reviewed or stopped and replaced by other recommended activities?

Efficiency

- 3) **How well are TAPQE program resources being used?**
 - Is TAPQE using program resources efficiently to achieve its End of Program Outcomes? (including percentage spent across the EOPOs, etc.), and make appropriate recommendations to ensure that the Program meets MEHRD's education priorities and is on track to achieve its three end of program outcomes by 2026-27.
 - Is the current TAPQE Program structure, roles and responsibilities fit for purpose? (taking into account DFAT's Partner Performance Assessment (2023-24) and Investment Monitoring Report

of the TAPQE Program; provide clear recommendations on how the TAPQE Program structure can be adapted to be 'fit for purpose' to deliver the TAPQE Program in Tuvalu and achieve its End of Program Outcomes.

Gender Equality and Social Inclusion (GEDSI) and Climate Change

4) Assess the effectiveness and efficiency of progress made in the implementation of TAPQE's GEDSI Strategy; and if it is well targeted to address the teaching and learning needs of girls and boys, including those with disabilities, in Tuvalu's primary and secondary schools?

- Are the strategies in place adequate to increase equitable access to education for girls and boys who are at risk of not enrolling or completing primary education?
- Are the TAPQE program interventions and activities promoting gender equality and social inclusion in Tuvalu's primary and secondary school classrooms? How can this be strengthened?
- Assess the implementation of TAPQE Program's climate change interventions and activities to address the teaching and learning needs of boys and girls, including those with disabilities, in Tuvalu's primary and secondary schools?
- How effective is TAPQE's implementation of the Child Protection, PSEAH and other safeguard policies through its program interventions and activities?

Monitoring & Evaluation

5) Does the TAPQE program logic and theory of change provide a good understanding of how change can occur in Tuvalu's context?

- Are the key assumptions underpinning the program logic and theory of change still relevant?
- Are the KPIs (including baselines and targets) pitched at the right level to monitor progress on the achievement of TAPQE's Intermediate Outcomes and End of Program Outcomes?
- Is the TAPQE MEL Plan and Framework appropriate to monitor progress on the achievement of the Program's intermediate and end of program outcomes?
- Is the MEL system producing appropriate information products, including performance information that meets user information needs?

Team Composition

The Mid Term Review team will include the following:

- An external independent education sector specialist (as team leader), with significant evaluation experience in the education sector in the Pacific or in a developing country context. The team leader will be responsible for drafting the MTR report;
- An external MEL specialist with significant experience in the education sector in a developing country context – member (provide desk inputs of up to 12 days, working remotely). The MEL specialist will provide M&E inputs and will also have drafting responsibilities for the MTR Report as assigned by the Team Leader.
- An external GEDSI specialist with significant experience in the education sector in a developing country context – member (provide desk inputs of up to 12 days, working remotely). The GEDSI specialist will provide GEDSI inputs and will also have drafting responsibilities for the MTR Report as assigned by the Team Leader
- An education sector specialist (from DFAT Pacific Education Team, Canberra) – member. The DFAT representative on the team will also contribute to the MTR report.

The Mid Term Review will be led by an externally engaged Team Leader and will complement support from education partners in Tuvalu (World Bank, UNICEF, etc). The Review team will be supported by Tuvalu Desk and Funafuti Post.

Timeframe

The Mid-term review will commence in January to March 2025, so that the TAPQE Investment Design Document can be finalised by the end of March 2025.

MEHRD and UNICEF are still finalising the Tuvalu Education Sector Analysis (ESA) report and the Tuvalu Education Sector Plan IV (TESP IV). DFAT will ensure that the review team has access to relevant MEHRD and UNICEF staff during the review period, to ensure the review recommendations are in line with the priorities in the final TESP IV.

The Mid-term review is expected to include the following activities:

- a) Conduct a Desk Review of the draft TAPQE IDD and the draft TESP IV documents and analysis made available by Funafuti Post and make recommendations to ensure the TAPQE Program is aligned with the Australia Tuvalu Development Partnership Plan and TESP IV;
- b) Assess the TAPQE Program activities and determine what is working, and what needs to be strengthened;
- c) Conduct an in-country visit to Tuvalu (Funafuti) to meet with key stakeholders to validate findings and recommendations from (a) and (b) above; and
- d) Make recommendations to DFAT on how identified issues can be addressed within the context of the TAPQE IDD (through an Addendum) and ensure that the TAPQE Program is on track to achieve its end of program outcomes by 2026-27.

An Indicative timeline for the TAPQE Mid-Term Review is provided in the table below:

Indicative Dates	Activities	Location	Team Leader Days	MEL Specialist Days	GEDSI Specialist Days	DFAT Representative Days
6 Jan 2025	DFAT/AHC verbal briefing with the Review team (Teams meeting online) to cover the background, key issues, and priorities for the MTR.	Online	1	1	1	1
6 – 11 January 2025	Desk Review – team leader (<i>also MEL specialist and GEDSI specialist – remote inputs</i>)	Home-base	6	4	4	4
22 January 2025	i) Desk review meeting with DFAT to discuss early observations from desk review ii) Submit Evaluation plan (including consultation plans for the in-country visit)	Home base	3	2	2	2
week of 27 th Jan	In-country visit to Tuvalu	Tuvalu	5	0	0	5
22 Feb	Draft MTR Report (including Addendum on the TAPQE IDD revisions)	Home base	10	3	3	6
17 March	Final Report	Home Base	3	2	2	2
TOTAL	(excluding travel days)	-	28 days	12 days	12 days	20 days

Consultations

The mid-term review team will consult closely with key education partners in Tuvalu in their various roles as school system managers and Tuvalu Ministry of Education and Human Resources Development to reflect their unique delivery contexts and local expertise.

The Review team will consult widely with stakeholders, including teachers, school leaders, support staff, education unions and nongovernment sector stakeholders, parents, youth and student bodies and other key stakeholder groups. Staff from the Australian High Commission in Tuvalu will work closely with the Review team to schedule meetings with the relevant stakeholders.

Reports

The Mid-term review team will provide the following reports to DFAT:

- Summary Report of Desk Review findings – 22 January 2025
- Draft Evaluation Plan (including consultation plans for the in-country visit) – 23 January 2025
- Aide Memoir and debrief with Funafuti Post (during in-country visit) – First week of February 2025 (dates TBC)
- Draft MTR Report (including Addendum on the changes to be made to the TAPQE IDD) – 22 February 2025
- Final MTR Report (including the Addendum on the proposed changes to the TAPQE IDD as a separate attachment/ annex to the final report – 17 March 2025

The mid-term review final report and management response will be published on the DFAT website (in accordance with DFAT's Development Evaluation Policy) and must meet DFAT's Design and Monitoring, Evaluation and Learning standards.

Key Documents to inform the Mid-term Review

- TAPQE draft Investment Design Document and Annexures
- TAPQE Workplans and Annual Reports
- IMR Report for TAPQE (both DFAT and Managing Contractor's feedback)
- TESP IV (current draft)
- Tuvalu Partnership Compact
- Tuvalu Education Sector Analysis
- Tuvalu Education – Enabling Factor Analysis
- TuLEP Mid-Term Review Report
- Australia – Tuvalu Development Partnership Plan
- Falepili Treaty

Annex 2 – Background documents (Initial set)

Documents initially provided by AHC	Document name
1. Tuvalu Education Sector Plan IV	<i>a) TESP IV for wider review</i>
2. TAPQE Investment design document	<i>a) TAPQE IDD working draft June 2022 - p13 updates</i>
3. Tuvalu Partnership Compact	<i>a) 20231120_Partnership Compact</i>
4. Enabling Factor Assessment Tuvalu	<i>a) Enabling Factor Assessment Tuvalu revised_clean copy</i>
5. TAPQE Workplan 2023	<i>a) TAPQE_draft AWP for consultation 20230919</i>
6. TAPQE MERL Plan	<i>a) TAPQE MERL Plan 20240701</i>
7. TAPQE GEDSI Strategy	<i>a) Attachment 3 TAPQE GEDSI Strategy 20230525.docx</i>
8. TAPQE Annual Report 2023	<i>a) TAPQE Annual Report 2023_20240215</i>
9. TAPQE Steering Group – ToRs and Minutes of Meetings	<i>a) TAPQE_TOR_Steering Group_001_20221207</i> <i>b) TAPQE_Agenda_Steering Group 002 September 2023</i> <i>c) TAPQE Steering Committee Meeting March 2024 (FINAL)</i> <i>d) draft MINUTES TAPQE Steering Committee Meeting July 2024</i>

Annex 3 – TAPQE Mid-Term Review Key Questions x Sources of Data

Evaluation criteria	Evaluation questions	Sources of data A: Documents and data sets (in addition to initial background set)	Sources of data B: Interviews (in-country or remotely)
Relevance 1. To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?	a. Are the key assumptions underpinning the program logic and theory of change still relevant? Do other factors need to be considered to reflect the current Tuvalu education context and Australia's current International Development Policy?	<ul style="list-style-type: none"> • (current) TESP IV documents • TuLEP MTR Report • TAPQE 2024 Annual Report (Draft) 	<ul style="list-style-type: none"> • QTAG members • MEHRD Senior Officers • MEHRD Strategic Adviser • TuLEP Team • UNICEF team • Tuvalu Education Partners Group
Relevance 1. To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?	b. To what extent does the Program align with TESP IV priorities, MEHRD priorities and with other partner programs?	<ul style="list-style-type: none"> • TAPQE AWP – 2024, 2025 (Draft) • TAPQE 2024 Annual Report (Draft) 	<ul style="list-style-type: none"> • MEHRD Senior Officers • MEHRD Strategic Adviser • Tuvalu Education Partners Group • TuLEP Team • UNICEF team • EQAP (SPC) personnel • PacREF personnel • Church school authorities
Relevance 1. To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?	c. How well is the Program aligned with the needs of the target beneficiaries?	<ul style="list-style-type: none"> • TAPQE AWP – 2024, 2025 (Draft) • TAPQE 2024 Annual Report (Draft) 	<ul style="list-style-type: none"> • Schools (principal + teachers + parents) • Civil society representatives • Tuvalu Education Partners Group • TuLEP Team • UNICEF team
Relevance 1. To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?	d. To what extent are localisation aspirations being realised?	<ul style="list-style-type: none"> • TAPQE AWP – 2024, 2025 (Draft) • TAPQE 2024 Annual Report (Draft) • Tetra Tech's Localisation Strategy 	<ul style="list-style-type: none"> • MEHRD Senior Officers • MEHRD Strategic Adviser • Tuvalu Education Partners Group

Evaluation criteria	Evaluation questions	Sources of data A: Documents and data sets (in addition to initial background set)	Sources of data B: Interviews (in-country or remotely)
Relevance 1. To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?	e. How likely is it that Program benefits can be sustained ?	<ul style="list-style-type: none"> • TAPQE Sustainability plan • TAPQE 2024 Annual Report (Draft) 	<ul style="list-style-type: none"> • MEHRD Senior Officers • MEHRD Strategic Adviser • Tuvalu Education Partners Group • TuLEP Team • UNICEF team • Tuvalu AHC personnel
Relevance 1. To what extent is the TAPQE Program engaged in appropriate interventions and activities within the context of the Tuvaluan education sector?	f. What opportunities are there for the mobility pathways provided through the Falepili Treaty to contribute to enhancing the Tuvalu education sector and teaching workforce? What role might the Program undertake?	<ul style="list-style-type: none"> • None available 	<ul style="list-style-type: none"> • Tuvalu AHC personnel • MEHRD Senior Officers • DFAT mobility personnel
Effectiveness 2. To what extent is the TAPQE Program on track to achieve its three end of program outcomes?	a. To what extent have program activities improved numeracy and literacy outcomes for all learners?	<ul style="list-style-type: none"> • TAPQE progress reports • TAPQE 2024 Annual Report (Draft) • TAPQE Pause, Reflect and Plan notes • TAPQE Performance Stories / Stories of Change • TAPQE Performance Rubric data and analysis • TAPQE Tracer studies • Steering Group Minutes 	<ul style="list-style-type: none"> • Primary and secondary schools (principal + teachers + parents) • MEHRD Education officers • Tuvalu Education Partners Group • Civil Society representatives
Effectiveness 2. To what extent is the TAPQE Program on track to achieve its three end of program outcomes?	b. To what extent is the relevance and quality of secondary school teaching for pathways to employment and further education opportunities being improved for all students?	<ul style="list-style-type: none"> • TAPQE progress reports • TAPQE 2024 Annual Report (Draft) • TAPQE Pause, Reflect and Plan notes • TAPQE Performance Stories / Stories of Change • TAPQE Tracer studies • Steering Group Minutes 	<ul style="list-style-type: none"> • Secondary schools (principal + teachers + parents) • MEHRD Education officers • Tuvalu Education Partners Group • Civil Society representatives

Evaluation criteria	Evaluation questions	Sources of data A: Documents and data sets (in addition to initial background set)	Sources of data B: Interviews (in-country or remotely)
Effectiveness 2. To what extent is the TAPQE Program on track to achieve its three end of program outcomes?	c. To what extent has the program strengthened MEHRD personnel and systems so that service delivery is more inclusive, evidence-based and efficient?	<ul style="list-style-type: none"> • TAPQE progress reports • TAPQE 2024 Annual Report (Draft) • TAPQE Pause, Reflect and Plan notes • TAPQE Performance Stories / Stories of Change • Steering Group Minutes 	<ul style="list-style-type: none"> • Primary and secondary schools (principal + teachers + parents) • MEHRD Senior Officers • MEHRD Education officers • Tuvalu Education Partners Group
Effectiveness 2. To what extent is the TAPQE Program on track to achieve its three end of program outcomes?	d. To what extent have the Program's GEDSI activities been effective?	<ul style="list-style-type: none"> • TAPQE progress reports • TAPQE 2024 Annual Report (Draft) • TAPQE Pause, Reflect and Plan notes • TAPQE Performance Stories / Stories of Change • Steering Group Minutes 	<ul style="list-style-type: none"> • Primary and secondary schools (principal + teachers + parents) • MEHRD Education officers, including GEDSI • Tuvalu Education Partners Group • Civil Society representatives
Effectiveness 2. To what extent is the TAPQE Program on track to achieve its three end of program outcomes?	e. To what extent have the Program's climate change activities been effective?	<ul style="list-style-type: none"> • TAPQE progress reports • TAPQE 2024 Annual Report (Draft) • TAPQE Pause, Reflect and Plan notes • TAPQE Performance Stories / Stories of Change • Steering Group Minutes 	<ul style="list-style-type: none"> • Primary and secondary schools (principal + teachers + parents) • MEHRD Education officers, including Climate Change • Tuvalu Education Partners Group • Civil society representatives
Efficiency 3. To what extent is the TAPQE Program using resources efficiently to achieve its End of Program Outcomes?	a. How does the Program plan for and monitor the economic and timely delivery of program activities?	<ul style="list-style-type: none"> • TAPQE AWP – 2024, 2025 (Draft) • TAPQE Pause, Reflect and Plan records • TAPQE Budget and Expenditure Analysis • Steering Group Minutes 	<ul style="list-style-type: none"> • AHC • Tetra Tech MEL Team

Evaluation criteria	Evaluation questions	Sources of data A: Documents and data sets (in addition to initial background set)	Sources of data B: Interviews (in-country or remotely)
Efficiency 3. To what extent is the TAPQE Program using resources efficiently to achieve its End of Program Outcomes?	b. How does the Program reflect on and, where appropriate, adjust its structure and / or activities to improve the likelihood of achieving its End of Program Outcomes ?	<ul style="list-style-type: none"> • TAPQE AWP – 2024, 2025 (Draft) • TAPQE Pause, Reflect and Plan records • Steering Group Minutes 	<ul style="list-style-type: none"> • MEHRD Education officers • Tuvalu Education Partners Group
Efficiency 3. To what extent is the TAPQE Program using resources efficiently to achieve its End of Program Outcomes?	c. How does the Program reflect on and, where appropriate, adjust its structure and / or activities to improve GEDSI and climate change activities , outputs and outcomes?	<ul style="list-style-type: none"> • TAPQE AWP – 2024, 2025 (Draft) • TAPQE Pause, Reflect and Plan records 	<ul style="list-style-type: none"> • MEHRD Education officers (GEDSI + Climate Change) • Civil Society representatives
Gender Equality and Social Inclusion (GEDSI) and Climate Change 4. To what extent are the TAPQE Program's GEDSI and Climate Change ambitions, approaches and achievements adequate against program logic and design, and current DFAT policies?	Also see 2 d&e and 3 c.	<ul style="list-style-type: none"> • TAPQE AWP – 2024, 2025 (Draft) 	<ul style="list-style-type: none"> • MEHRD Education officers (GEDSI + Climate Change) • Civil Society representatives
Monitoring and evaluation 5. To what extent are the MEL arrangements fit for purpose?	a. To what extent is the TAPQE MEL Plan and Framework appropriate to monitor progress on the achievement of the Program's intermediate and end of program outcomes?	<ul style="list-style-type: none"> • (current) TAPQE MERL Framework and Plan • TEMIS data set • TAPQE Progress Reports • TAPQE Performance Stories / Stories of Change 	<ul style="list-style-type: none"> • AHC Personnel • DFAT Canberra (?) • Tetra Tech MEL Team
Monitoring and evaluation 5. To what extent are the MEL arrangements fit for purpose?	b. To what extent is the MEL system producing appropriate information products , including performance information that meets user information needs?	<ul style="list-style-type: none"> • TAPQE Progress Reports • TAPQE Pause, Reflect and Plan records • TAPQE Performance Stories / Stories of Change 	<ul style="list-style-type: none"> • AHC Personnel • MEHRD personnel • Civil Society Groups • TAPQE MEL Team • Tuvalu Education Partners Group

Annex 3: Documents Reviewed

Document groups	Document name
1. Tuvalu Education Sector Plan IV	a) <i>TESP IV for wider review</i>
2. TAPQE Investment design document	a) <i>TAPQE IDD working draft June 2022 - p13 updates</i> b) <i>IDD Attachment 4 TAPQE Communication Plan August 2023</i> c) <i>Annex 10 Risk and Safeguards Tool</i>
3. Tuvalu Partnership Compact	a) <i>20231120_Partnership Compact</i>
4. Enabling Factor Assessment Tuvalu	a) <i>Enabling Factor Assessment Tuvalu revised_clean copy</i>
5. TAPQE Workplans-2023	a) <i>TAPQE_draft AWP for consultation 20230919</i> b) <i>TAPQE_Annual Workplan 2024_FINAL 20240312</i> c) <i>TAPQE_Master-InceptionPlan revised with Risk Summary</i> d) <i>TAPQE AWP Forward planning Jan-June 2025</i>
6. TAPQE MERL Plan	a) <i>TAPQE MERL Plan 20240701</i> b) <i>TAPQE_MERL Framework_20230628</i>
7. TAPQE GEDSI Strategy	a) <i>TAPQE GEDSI Strategy 20230525.docx</i>
8. TAPQE Annual Report 2023	a) <i>TAPQE Annual Report 2023_20240215</i> b) <i>Draft TAPQE_REP_Annual Report 2024</i> Annex 1 TAPQE Evidence Table Annex 2 Theory of Change Annex 3 Risk Register Annex 4 TAPQE GEDSI Strategy Annex 5 Performance Stories Annex 6 Progress Against End of Program Outcomes
9. TAPQE Steering Group – ToRs and Minutes of Meetings	a) <i>TAPQE_TOR_Steering Group_001_20221207</i> b) <i>1 TAPQE_Agenda_Steering Group_001_May 2023</i> b) <i>2 TAPQE_Minutes_Steering Committee Meeting_001_20230503</i> b) <i>3 Short Term Advisors May (004)</i> c) <i>1 TAPQE_Agenda_Steering Group 002 September 2023</i> c) <i>2 Sep 23 SC Attachment 4_Recruitment Approach</i> c) <i>3 Sep 23 SC Attachment 5 Recruitment Approach1</i> c) <i>4 Sep 23 SC Attachment 7 Strategic reviews_MC revised November 2023</i> c) <i>5 TAPQE_Minutes_Steering Committee Meeting_20230920</i> d) <i>TAPQE Steering Committee Meeting March 2024 (FINAL)</i> d) <i>2 Mar 24 SC Attachment 5_MEYS ICT Review_Status_20240327</i> d) <i>3 TAPQE_Minutes_Steering Committee Meeting_20240304</i>

Document groups	Document name
	e) 1 TAPQE_Agenda_Steering Group 004 July 2024 e) 2 Jul 24 SC Attachment 7_Recruitment e) 3 TAPQE_Minutes_Steering Committee Meeting_20240710
10. Partner Performance Assessment	a) AHC Tuvalu_TAPQE PPA-updated 1 May 2024
11. Pause, reflect and plan	Documents for PRP workshops: <ul style="list-style-type: none"> • May 2023 • September 2023 • May 2024 • February 2025
12. Progress reports	a) TAPQE_TMP_quarterly progress report July 2023 b) TAPQE_Quarterly Progress Report_20230901 c) TAPQE_Quarterly Progress Report_20240227 b) Summary Activities TAPQE Inception Phase 24 May
13. TAPQE Team	a) TAPQE Org Chart
14. Tuvalu Learning Project (TuLEP)	a) Tuvalu-Learning-Project
15. TAPQE Communication	a) TAPQE Communication Plan August 2023 FINAL August 2023
15. TAPQE Annual Budgets (and Actuals)	a) TAPQE_Spend to Date Summary_20250117
16. Additional documents	<ul style="list-style-type: none"> • DTL-Key Takeaways on Day 1 PRP May 2024 • TAPQE Implementation Tracker July-December 2025 • TAPQE PRP May 2024 transcript Summary Day 1 • TAPQE_Agenda_Steering Group MERL and ToC

Annex 4: List of Review Participants

Mid-Term Review: Tuvalu Australia Partnerships for Quality Education Program (TAPQE) In-Country Meetings in Tuvalu (27-31 January 2025)

Monday 27 January	MTR team briefing with AHC	In-person
Monday 27 January	Ms Leilani Saitala, Deputy Secretary MEHRD	In-person
Monday 27 January	TAPQE and AHC staff	Informal lunch meeting
Monday 27 January	Director of Education, Mr Fineaso Tehulu	Virtual
Monday 27 January	Nauti Primary School teachers Site visit to Afioga Inclusive Education Centre	In-person
Tuesday 28 January	Senior Education Officers (Literacy & Numeracy)	Virtual
Tuesday 28 January	Senior Education Officers (IT & Primary)	Virtual
Tuesday 28 January	UNICEF – GPE Grants to Tuvalu	Virtual
Tuesday 28 January	MEHRD Strategic Education Adviser, Ms Morgana Chantagit	Virtual
Tuesday 28 January	TVSD Teachers, Nauti Primary School	In-person
Tuesday 28 January	Literacy & Numeracy teachers, Nauti Primary School	In-person
Wednesday 29 January	TuLEP team (World Bank)	Virtual
Wednesday 29 January	EQAP (SPC)	Virtual
Wednesday 29 January	PacREF (regional education support to Tuvalu)	Virtual
Wednesday 29 January	Teachers from Funafuti SDA Primary School	In-person
Wednesday 29 January	Teachers at Fetuvalu Secondary School	In-person
Thursday 30 January	TAPQE Team	In-person
Friday 31 January	Inclusive Education Working Group	In-person
Friday 31 January	Fusi'Alofa school	In-person
Friday 31 January	Representatives from Department of Gender Affairs, Tuvalu Women for Change Association, Tuvalu National Council of Women and Tuvalu Teachers Association	In-person