



**The World Bank**

Ethiopia: COVID-19 Education Response Project (P174206)

REPORT NO.: RES49068

RESTRUCTURING PAPER  
ON A  
PROPOSED PROJECT RESTRUCTURING  
OF  
ETHIOPIA: COVID-19 EDUCATION RESPONSE PROJECT  
APPROVED ON AUGUST 19, 2020  
TO  
FEDERAL DEMOCRATIC REPUBLIC OF ETHIOPIA

EDUCATION GLOBAL PRACTICE

EASTERN AND SOUTHERN AFRICA

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## ABBREVIATIONS AND ACRONYMS

CERP	COVID-19 Education Response Project
GPE	Global Partnership for Education
IERC	Inclusive Education Resource Center
ISR	Implementation Status and Results Report
PDO	Project Development Objective
REB	Regional Education Bureaus
UNOPS	United Nations Office for Project Services
WASH	Water, Sanitation and Hygiene



**BASIC DATA**

**Product Information**

Project ID P174206	Financing Instrument Investment Project Financing
Environmental and Social Risk Classification (ESRC) Moderate	
Approval Date 19-Aug-2020	Current Closing Date 31-Dec-2021

**Organizations**

Borrower Federal Democratic Republic of Ethiopia	Responsible Agency Ministry of Education
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**Project Development Objective (PDO)**

Original PDO

The PDO is to maintain students' learning during school closures in response to the COVID-19 pandemic and after school re-openings, and to enable education system recovery and resilience.

**Summary Status of Financing (US\$, Millions)**

Ln/Cr/Tf	Approval	Signing	Effectiveness	Closing	Net Commitment	Disbursed	Undisbursed
TF-B3228	19-Aug-2020	12-Nov-2020	08-Dec-2020	31-Dec-2021	14.85	0	14.85

**Policy Waiver(s)**

Does this restructuring trigger the need for any policy waiver(s)?

No



## I. PROJECT STATUS AND RATIONALE FOR RESTRUCTURING

1. The US\$14.85 million Global Partnership for Education (GPE) supported Ethiopia COVID-19 Education Response Project (CERP, P174206, TF-B3228), for which the World Bank is the Grant Agent, was approved by the GPE Board on August 19, 2020; signed on November 12, 2020; declared effective on December 8, 2020, and is scheduled to close on December 31, 2021. The project supports the Government of Ethiopia's response to the COVID-19 pandemic and specifically aims to maintain students' learning during school closures in response to the COVID-19 pandemic and after school re-openings, and to enable education system recovery and resilience. At the request of the Government, the rationale of this restructuring is to extend the project by nine months to ensure completion of all activities.

2. **Progress on Project Development Objective (PDO).** Performance of the project in terms of progress towards the PDO is rated Moderately Satisfactory as of the most recent Implementation Status and Results Report (ISR) (December 14, 2021). In terms of PDO indicators, 66.3 percent of school-age children were able to access distance learning materials over television (TV) and radio during the closure of schools until October 2020, in excess of the target of 43 percent, and 92 percent of previously enrolled school-age children have returned to schools against a target of 100 percent. These achievements have been supported by the project activities: the project supported regional adaptation and broadcast of distance learning materials over TV and radio with the result that all regions and states broadcast distance learning materials customized for regional needs during the closure of schools (11 regions/states against a target of 11). The project also supported the development and delivery of communications and sensitization campaigns that aim at minimizing the negative impacts of school closure like psychological impacts and gender-based violence. Fifty percent of children have been provided access to such programs in excess of the target of 43 percent. In addition, the project supported the re-opening of schools through the provision of water, sanitation and hygiene (WASH) materials to ensure safe environments, and supported the re-enrollment of students through a back-to-school communications campaign. Starting in late October 2020, 98.5 percent of schools have re-opened, slightly behind the target of 100 percent, although it should be noted that only 22 percent of schools have received WASH materials so the scale of reopening cannot be attributed entirely and directly to the project. Table 1 provides a summary of the progress towards achieving the results indicators.



**Table 1: Summary of Results Framework**

Indicator	Baseline (1 May 2020)	Current	End target (31 Dec 2021)	Status
PDO 1. School age children with access to COVID-19 distance/home-based learning programs (percentage)	2.00	66.30 (30-Jun-2021)	43.00	Achieved
PDO 2. School age children previously enrolled in grant-supported schools who return to school once the school system is reopened (percentage)	0.00	92.00 01-Jul-2021	100.00	Close to achievement
IR 1.1 Percentage of children provided access to programs and sensitization campaigns that aim at minimizing the negative impacts of school closure like psychological impacts and gender-based violence	7.00	50.00 01-Jul-2021	43.00	Achieved
IR 1.2 Number of regions/states with radio and TV stations broadcasting emergency distance learning programs during school closures	1.00	11.00 30-Oct-2020	11.00	Achieved
IR 1.3 Number of children in Inclusive Education Resource Centers (IERCs) provided with radios/other distance learning equipment (Number, Custom)	0.00	0.00 01-Nov-2021	15,000.00	Not yet achieved
1.4 Number of children in appropriate age group provided home learning kits	0.00	0.00 01-Nov-2021	2,100,000.00	Not yet achieved
2.1 Percentage of public schools equipped by the project with minimum hygiene package for prevention of COVID-19 (Percentage, Custom)	0.00	22.00 01-Jul-2021	100.00	Not yet achieved
2.2 Percentage of grant-supported schools reopened	0.00	98.50 01-Jul-2021	100.00	Close to achievement
2.3 Number of teachers trained by the project to provide accelerated programs to mitigate loss of learning during school closure	0.00	0.00 01-May-2020	40,000.00	Not yet achieved
2.4 % of children at grant-supported schools whose learning was assessed to evaluate loss of learning during school closure	0.00	0.00 30-Oct-2020	100.00	Not yet achieved

3. **Implementation Progress.** CERP became effective on December 8, 2020, but implementation was already underway as a result of the project’s retroactive financing clause, according to which withdrawals of up to 40 percent of the project value can be made against activities conducted after March 31, 2020 as long as these are implemented in line with World Bank procedures and the eligible expenditures as defined in the Grant Agreement. Performance of the project in terms of implementation progress is rated Moderately Unsatisfactory as of the most recent ISR, as a result of a lack of



disbursement owing to issues of documentation (see paragraph 14). The progress of activities by component is described below.

4. *Component 1. Maintaining learning trajectories and safety during school closure (US\$3.59 million).* Under Component 1, content has been developed and regionally adapted for radio and TV distance learning, and broadcast in all regions; and a communications campaign has been completed informing students of the available distance learning materials, providing guidance to communities on hygiene and cleanliness, and supporting the psychosocial wellbeing of students during school closure. However, the provision of offline (printed) learning packets was not completed prior to the reopening of schools beginning in October 2020 and the relevance of this activity is currently being assessed. Procurement of radios to support learning of disadvantaged students, and training of Inclusive Education Resource Center (IERC) staff in their use, has also not yet been completed but remains relevant.

5. *Component 2. Supporting readiness for school reopening and mitigating learning loss (US\$10.76 million).* The Government has distributed more than 25 million face masks for students (1-2 per student). The Government, through Regional Education Bureaus (REBs), has also completed a range of other activities including the following: (1) guidelines and a training manual have been developed for training of teachers in accelerated learning to support catch-up of learning loss; (2) schools have been provided with WASH materials and health and personal protective materials, disinfectant, sanitizer, portable handwashing stations, and water tankers. The provision of WASH materials is partially completed with 22 percent of schools having received materials; (3) guidelines on school cleanliness and COVID-19 prevention have been developed and disseminated to communities. The provision of training for teachers on remedial and accelerated teaching to enable catching-up on learning loss has not yet been completed.

6. *Component 3. System-level resilience and project coordination (US\$0.50 million).* Under Component 3, the Government has gathered COVID-19 related information in schools through an emergency hotline and established a dashboard to collect school-level information and allow analysis at the Ministry level. The coordination of the project is ongoing. Activities relating to building of supervision capacity at REB and Woreda level, and learning from evidence surveys, are also in progress.

7. **Disbursement.** Documentation of the activities completed by REBs has been found inadequate to comply with World Bank procurement procedures (see previous ISR). As a result of these issues, no disbursement has taken place. The Government has requested to release funds allocated for activities under Component 2 completed by the REBs towards expenditures on face masks (see below). This will be achieved through adjustments to budgets within Component 2 of the project. Issues relating to other activities for which documentation is inadequate will be resolved in a subsequent restructuring pending approval by GPE (see paragraph 10).

8. **Expenditures on Face Masks.** The initial planned budget for the face masks was US\$1 million for 500,000 face masks, as a universal mask mandate at the school level was not anticipated at the design stage. However, following the decision of the Government of Ethiopia to introduce a universal mask mandate, the Government purchased more than 25 million face masks at an overall cost of US\$7 million (the unit cost per mask being below what was originally budgeted). The World Bank procurement team has confirmed that the documentation for this procurement is adequate. As a result, the Government has requested to reallocate funds away from activities and procurements under Component 2 which



have been completed but for which documentation is inadequate, to face masks. Specifically, the financing allocated to the development of guidelines and training materials for accelerated and remedial learning; for provision of disinfectant and menstrual health materials; and for development of guidelines for communities on school cleanliness and their dissemination to schools (all of which have been implemented by REBs), as well as partial finance for distribution of WASH materials (which has been partially completed by REBs), will be reallocated to face masks increasing the total allocation for face masks to US\$5.94 million (which represents the full allocation available for activities completed under retroactive financing). World Bank procurement management has agreed to the proposed reallocation. While these adjustments do not constitute part of the proposed restructuring as they involve changes in expenditures within a component, they are described here in order to clarify the path through which the project will achieve disbursement following proposed extension of the closing date.

9. **Extension of timeline.** CERP is due to close on December 31, 2021. The Government submitted an Annual Work Plan and Budget on June 30, 2021 outlining its plans for the remaining activities not supported by retroactive financing, including procurement of radios for learning support for disadvantaged students; provision of training for teachers on remedial and accelerated teaching to enable catching-up on learning loss; and provision of the remaining WASH, health and personal protective materials for schools. The Government has requested to partner with UNOPS for the procurement, distribution, installation and end-point logistics for the remaining procurements of radios, sanitizer, thermometers and first aid kits (but not water tankers and portable handwashing facilities, which will be more efficiently procured locally). It is expected that these procurements will require 3-4 months to complete, and UNOPS recommends a timeframe of 6-9 months for school-level facilities and materials to be distributed and installed. In order to ensure this process can be completed in an orderly manner, on November 5, 2021 the Government requested a no-cost extension of the project to September 30, 2022. The GPE Secretariat confirmed it has no objection to the extension on December 20, 2021.

10. Following the restructuring, the project will immediately disburse US\$5.94 million in retroactive financing for the procurement of face masks. In order to ensure the timely completion of project activities by the proposed new closing date, the project will also provide an advance of US\$2.1 million to support activities to be completed directly by the Government to accelerate project implementation, particularly training of IERC staff for priority support to disadvantaged students under Component 1, teacher training in accelerated and remedial learning under Component 2, and capacity building and supervision activities under Component 3. The remaining US\$6.8 million which may include some reallocation of funds between components will be re-assessed by the GPE Secretariat in January 2022.

11. The PDO remains achievable and the partnership with UNOPS is expected to help ensure the completion of all activities in the proposed extended time period (see Table 2). The World Bank Task Team will closely monitor implementation, especially procurements, to ensure timely completion of the remaining activities. In particular, the procurement of water tankers and portable handwashing facilities, which is proposed to be conducted by the Government, will be moved to UNOPS if not conducted in a timely or adequately documented manner.



<b>Table 2. Timeline for completion of remaining activities</b>			
<b>Activity</b>	<b>Sub-Activity</b>	<b>Completed by</b>	<b>Notes</b>
<b>Component 1: Maintaining learning trajectories and safety during school closure</b>			
<b>Priority support for disadvantaged students</b>	Procurement of radios*	15 September 2022	Delivery to REB level by 30 August 2022, to IERCs by 15 September 2022
<b>Priority support for disadvantaged students</b>	Training of IERC staff	30 June 2022	
<b>Priority support for disadvantaged students</b>	Development of materials	30 June 2022	
<b>Component 2. Supporting readiness for school reopening and mitigating learning loss</b>			
<b>Support to teachers</b>	Training of trainers	30 April 2022	
<b>Support to teachers</b>	Support to cascade training	30 June 2022	
<b>Support to schools for pandemic recovery</b>	Provision of water tankers	30 August 2022	Delivery direct to schools by 30 August 2022
<b>Support to schools for pandemic recovery</b>	Provision of portable handwashing stations	30 August 2022	Delivery direct to schools by 30 August 2022
<b>Support to schools for pandemic recovery</b>	Provision of sanitizer*	15 September 2022	Delivery to REB level by 30 August 2022, to schools by 15 September 2022
<b>Support to schools for pandemic recovery</b>	Provision of thermometers*	15 September 2022	Delivery to REB level by 30 August 2022, to schools by 15 September 2022
<b>Support to schools for pandemic recovery</b>	Provision of first aid kits*	30 August 2022	Delivery to REB level by 30 July 2022, to schools by 30 August 2022
<b>Component 3: System-level resilience and project coordination</b>			
<b>Support to regional and local supervision capacity.</b>		30 June 2022	

\*To be completed via partnership with UNOPS

12. As noted above, the relevance of the offline learning kits activity is under review owing to the fact that the majority of schools have reopened. If this activity is cancelled, a subsequent restructuring may be required to reallocate financing from this activity (part of Component 1) to other activities (potentially in Component 2 or 3). If required, this subsequent restructuring is expected to be completed by 31 January 2022 pending agreement with the GPE Secretariat.

## II. DESCRIPTION OF PROPOSED CHANGES

13. **Closing date.** It is proposed that the closing date be amended to September 30, 2022. This is the first proposed extension to the closing date. The PDO remains achievable and the progress towards the PDO was rated Moderately





Satisfactory at the most recent ISR (December 14, 2021). The Implementation Progress was rated Moderately Unsatisfactory in the last ISR owing to the lack of disbursement since the project’s effectiveness; if accepted, the restructuring will enable the immediate release of US\$8.05 million, raising disbursement to 55 percent. The Government has proposed to partner with UNOPS to ensure that all remaining procurement can be completed, including installation in schools, prior to the revised closing date. The timeline for the completion of the remaining activities is provided in Table 2 above.

- 14. **Results Framework.** The following changes are proposed to the Results Framework:
  - a. **Addition of corporate indicator.** The corporate indicator “Students benefitting from direct interventions to enhance learning (total, female)” will be added as an intermediate indicator.
  - b. **Revision of end dates.** The end target date for indicators which are not yet fully achieved will be updated to the proposed revised closing date of September 30, 2022.

III. SUMMARY OF CHANGES

	Changed	Not Changed
Results Framework	✓	
Loan Closing Date(s)	✓	
Implementation Schedule	✓	
Implementing Agency		✓
DDO Status		✓
Project's Development Objectives		✓
PBCs		✓
Components and Cost		✓
Cancellations Proposed		✓
Reallocation between Disbursement Categories		✓
Disbursements Arrangements		✓
Disbursement Estimates		✓
Overall Risk Rating		✓
Legal Covenants		✓
Institutional Arrangements		✓
Financial Management		✓



Procurement		✓
Other Change(s)		✓
Economic and Financial Analysis		✓
Technical Analysis		✓
Social Analysis		✓
Environmental Analysis		✓

**IV. DETAILED CHANGE(S)**

**LOAN CLOSING DATE(S)**

<b>Ln/Cr/Tf</b>	<b>Status</b>	<b>Original Closing</b>	<b>Revised Closing(s)</b>	<b>Proposed Closing</b>	<b>Proposed Deadline for Withdrawal Applications</b>
TF-B3228	Effective	31-Dec-2021		30-Sep-2022	30-Jan-2023



**Results framework**

COUNTRY: Ethiopia

Ethiopia: COVID-19 Education Response Project

**Project Development Objectives(s)**

The PDO is to maintain students' learning during school closures in response to the COVID-19 pandemic and after school re-openings, and to enable education system recovery and resilience.

**Project Development Objective Indicators by Objectives/ Outcomes**

Indicator Name	PBC	Baseline	End Target
<b>Support continued learning during the closure of schools</b>			
1. School age children with access to COVID-19 distance/home-based learning programs, (% , broken down by gender) (Percentage)		2.00	43.00
<b>Support accelerated learning after the closure of schools</b>			
2. School age children previously enrolled in grant-supported schools who return to school once the school system is reopened percentage, broken down by gender) (Percentage)		0.00	100.00
<b>Action: This indicator has been Revised</b>	<b>Rationale: End target date updated to reflect revised project closing date.</b>		



### Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	End Target
<b>Component 1: Maintaining learning trajectories and safety during school closure</b>			
1.1 % of children provided access to programs and sensitization campaigns that aim at minimizing the negative impacts of school closure like psychological impacts and gender-based violence (Percentage)		7.00	43.00
1.2 Number of regions/states with radio and TV stations broadcasting emergency distance learning programs during school closures (Number)		1.00	11.00
1.3 Number of children in Inclusive Education Resource Centers provided with radios/other distance learning equipment (Number)		0.00	15,000.00
<b>Action: This indicator has been Revised</b>	<b>Rationale: End target date updated to reflect revised project closing date.</b>		
1.4 Number of children in appropriate age group provided home learning kits (Text)		0.00	2,100,000.00
<b>Action: This indicator has been Revised</b>	<b>Rationale: End target date updated to reflect revised project closing date.</b>		
<b>Component 2. Supporting readiness for school reopening and mitigating learning loss</b>			
2.1 % of public schools equipped by the project with minimum hygiene package for prevention of COVID-19 (Percentage)		0.00	100.00
<b>Action: This indicator has been Revised</b>	<b>Rationale: End target date updated to reflect revised project closing date.</b>		



Indicator Name	PBC	Baseline	End Target
2.2 % of grant-supported schools reopened (Percentage)		0.00	100.00
<b>Action: This indicator has been Revised</b>	<b>Rationale: End target date updated to reflect revised project closing date.</b>		
2.3 Number of teachers trained by the project to provide accelerated programs to mitigate loss of learning during school closure (Number)		0.00	40,000.00
<b>Action: This indicator has been Revised</b>	<b>Rationale: End target date updated to reflect revised project closing date.</b>		
2.4 % of children at grant-supported schools whose learning was assessed to evaluate loss of learning during school closure (Percentage)		0.00	100.00
<b>Action: This indicator has been Revised</b>	<b>Rationale: End target date updated to reflect revised project closing date.</b>		
<b>Component 3. System-level resilience and project coordination (Action: This Component is New)</b>			
Students benefiting from direct interventions to enhance learning (CRI, Number)		0.00	27,600,000.00
<b>Action: This indicator is New</b>			
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		0.00	12,970,000.00
<b>Action: This indicator is New</b>			



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