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Report No: PAD3971

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

IN THE AMOUNT OF US\$10.65 MILLION
FROM THE GLOBAL PARTNERSHIP FOR EDUCATION

TO THE

REPUBLIC OF THE SUDAN

FOR THE

SUDAN EDUCATION COVID-19 RESPONSE PROJECT

July 21, 2020

Education Global Practice
Africa Eastern and Southern Region

This document is being made publicly available prior to Board consideration. This does not imply a presumed outcome. This document may be updated following Board consideration and the updated document will be made publicly available in accordance with the Bank's policy on Access to information.

CURRENCY EQUIVALENTS

(Exchange Rate Effective June 30, 2020)

Currency Unit =

SDG 55 = US\$1

SDG 63 = EUR1

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

AFS	Annual Financial Statement
BERP	Basic Education Recovery Project
BESP	Basic Education Support Project
COVID-19	Coronavirus Disease 2019
DPs	Development Partners
ESCP	Environmental and Social Commitment Plan
ESMF	Environmental and Social Management Framework
FMoE	Federal Ministry of Education
FMoFEP	Federal Ministry of Finance and Economic Planning
ESA	Education Sector Analysis
ESSP	Education Sector Strategic Plan
ESPIG	Education Sector Program Implementation Grant
GBV	Gender-based Violence
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GOS	Government of Sudan
GPE	Global Partnership for Education
IDA	International Development Association
IDP	Internally Displaced Person
IMF	International Monetary Fund
ISN	Interim Strategy Note
ISP	Intermediary Support Providers
NAC	National Audit Chamber
NER	Net Enrollment Rate
NLA	National Learning Assessment
OOSC	Out-of-School-Children
PCU	Project Coordination Unit
PDO	Project Development Objective
PFS	Project Financial Statement
PTA	Parents and Teachers Association
PTR	Pupil-teacher Ratio
SDG	Sudanese Pounds
SSA	Sub-Saharan Africa
UN	United Nations
UNICEF	United Nations Children's Fund
USD	United States Dollar
WDI	World Development Indicators
WDR	World Development Report



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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name		
Sudan	Sudan Education COVID-19 Response		
Project ID	Financing Instrument	Environmental and Social Risk Classification	Process
P174220	Investment Project Financing	Moderate	Urgent Need or Capacity Constraints (FCC)

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input checked="" type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
03-Aug-2020	31-Dec-2021

Bank/IFC Collaboration

No

Proposed Development Objective(s)

To support learning continuity at the basic education level during the COVID-19 pandemic and school system shutdown and safe transition back to school during recovery.



Components

Component Name	Cost (US\$, millions)
Supporting learning continuity at the basic education level during the COVID-19 pandemic and school system shutdown	6.93
Supporting safe transition back to school during recovery	4.33
Program coordination and management	0.45

Organizations

Borrower: The Republic of the Sudan
 Implementing Agency: Ministry of Education

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	10.65
Total Financing	10.65
of which IBRD/IDA	0.00
Financing Gap	0.00

DETAILS

Non-World Bank Group Financing

Trust Funds	10.65
Education for All - Fast Track Initiative	10.65

Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2020	2021	2022
Annual	0.00	8.65	2.00
Cumulative	0.00	8.65	10.65



INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● High
2. Macroeconomic	● High
3. Sector Strategies and Policies	● Substantial
4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Moderate
8. Stakeholders	● Low
9. Other	
10. Overall	● Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

Yes No

Does the project require any waivers of Bank policies?

Yes No



Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Relevant
Cultural Heritage	Not Currently Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description

SCHEDULE 2, section D5:

By no later than six (6) months after the Effective Date, the Recipient shall adopt a GBV Action Plan in a manner satisfactory to the Bank. After such adoption, the Recipient shall carry out the Project in accordance with said GBV Action Plan in a manner satisfactory to the Bank.

Conditions

Type	Description
Effectiveness	Article IV, section 4.01(a): The execution and delivery of this Agreement on behalf of the Recipient have been duly authorized or ratified by all necessary governmental action.



Type Effectiveness	Description Article IV, section 4.01(b): The Recipient has adopted the Operations Manual in form and substance satisfactory to the Bank.
Type Effectiveness	Description Article IV, section 4.01(c): The Project Coordination Unit has been established and the staff referred to in Section I.A.2 of Schedule 2 to the Grant Agreement has been recruited; all in a manner satisfactory to the Bank.



I. STRATEGIC CONTEXT

A. Country Context

- 1. The Republic of the Sudan is a lower-middle-income country with a fast-growing population, close to half of which is living in poverty.** The most recent official estimates of poverty in Sudan are based on the 2014/15 National Household Budget and Poverty Survey (NHBPS). During 2009-2014, the share of Sudanese living in moderate poverty, i.e. on less than US\$3.20 per capita per day in Purchasing Power Parity (PPP - a standard typical for lower-middle-income countries) increased from 40.5 percent to 46.1 percent. Despite economic sanctions and secession of the oil-rich Southern states, Sudan's gross domestic product (GDP) grew at an annual average rate of 2 percent between 2008 and 2017. In 2019, Sudan's economic performance deteriorated, with real GDP contracting by an estimated 2.6 percent, after a contraction of 2.3 percent in 2018. In nominal terms, GDP per capita increased four-fold from Sudanese Pounds (SDG) 3,617 to SDG 14,485. However, in constant 2016 prices, there was a 5 percent decrease in per capita GDP owing to a slower growth relative to population increase and high inflation. The total population is estimated to have reached 43 million in 2020 and growing at an annual average of 2.5 percent in the last 10 years. The school-aged population (4-to-16-year-olds) accounts for one third of the population and continues to grow, contributing to the rising demand for basic services such as education and healthcare. The country has made considerable progress in human development: child mortality reduced from 105 per 1,000 (2000) to 65 per 1,000 (2016); and maternal mortality dropped from 544 per 1,000 (2000) to 311 per 1,000 (2015) (World Bank World Development Indicators). The youth literacy rate, defined as the proportion of youth between the age of 15 and 24 that can read and write a simple sentence in any language, increased from 78 percent in 2000 to 86 percent in 2014 (World Bank WDI).
- 2. Starting in late 2018, Sudan was hit by a political and economic crisis that led to widespread protests and the toppling of a 30-year regime in April 2019.** A new Government was formed in September 2019 to lead a transition phase of three years, paving the way to national elections. The transitional Government is facing a deep economic crisis and political challenges that could jeopardize its plans for transition to civilian rule. Macroeconomic instability, including high inflation, foreign exchange shortage, and lack of liquidity are hampering the economy. The parallel market exchange rate has depreciated considerably (200 percent) since January 2019. There have been shortages in bread, fuel and currency/cash, while inflation is maintaining an increasing trend. Since November 2019, inflation rate grew above 60 percent reaching 81.6 percent by the end of March 2020 and 114 percent in early June 2020¹. As a result of monetizing the deficits, inflation is expected to accelerate. Without accompanying fiscal and monetary measures, the devaluation failed to reduce the premium on the parallel exchange market, and the parallel exchange rate reached SDG 150 per US dollar in June 2020. Scarcities in oil products along queues for cash withdrawal from banks continued, in addition to long hours of electricity shedding.

COVID-19 Context

- 3. Sudan, like the rest of the world, has been experiencing the unprecedented social and economic impact of the COVID-19 pandemic.** The COVID-19 shock is expected to be transitory with potential recovery possible in 2021;

¹ Central Bank of Sudan



but the overall adverse economic impact on Sudan will be substantial. The economic impact of COVID-19 includes the increased price of basic foods, rising unemployment, and falling exports. Restrictions on movement are making the economic situation worse, with commodity prices soaring across the country. According to the International Monetary Fund (IMF) projections, consumer prices are expected to increase by 81.3 percent in 2020. Tourism, air transport, and the oil sector are visibly impacted. The IMF has already forecasted an overall economic stagnation in 2020 in Sudan. For instance, GDP is expected to decrease by 7.2 percent in 2020 (IMF, 2020). Slowing growth and COVID-19 policy responses will have a significant negative impact on government revenue. Decelerating activity will automatically translate into lower levels of taxes and other government revenue collection. The combined effect on government revenues is projected to be significant. In Africa, forecasts suggest that revenues could be 12 to 16 percent lower in 2020 compared to 2019² (Calderon, Kambou, et al. 2020).

- 4. The Government has established a high-level emergency committee to oversee the operations to deal with COVID-19 pandemic.** In the first three weeks of July 2020, the number of new virus infections detected in the country increased by 19 percent, bringing the total to 10,992 (as of July 19, 2020). The Government confirmed 121 more fatalities due to the novel coronavirus, taking the nationwide death toll to 693. Sudanese authorities attempted to act quickly in the face of the spreading virus. On March 14, 2020, the Government announced closure of schools and prohibition of mass gatherings. Two days later, they closed airports, ports, and land crossings, banned travel between states, and required a one-month quarantine for incoming travelers. On March 25, 2020, authorities released 4,217 prisoners as a precautionary measure to reduce the risk of transmission in detention. A night curfew has been imposed from 6:00 p.m. to 6:00 a.m., while the State of Khartoum has announced a partial lockdown starting April 18 for three weeks. People could move within their districts between 8:00 am and 1:00 pm (which was later further extended to 3:00 pm). The lockdown was further extended until July. Starting July 8, 2020, Sudan began loosening lockdown measures in and around the capital Khartoum after three months of tight restrictions due to the coronavirus pandemic. According to the Multi-hazard Emergency Health Preparedness Plan prepared by the Government and guided by the World Health Organization (WHO), the financing needs to cope with COVID-19 related health care is about US\$120 million. So far, the domestic private sector has pledged to contribute US\$2 million to help the Government. The Government reallocated US\$3 million, and the United Nations (UN) with other international partners are expected to contribute US\$9 million. The World Bank (WB) is planning to contribute US\$35 million to the COVID-19 response from the Health Emergency Preparedness and Response Fund (HEPRF) initiated jointly by the World Bank and Japan. In addition, the World Bank is preparing a US\$7 million project funded by the State and Peacebuilding Fund (SPF) to help support the Government emergency response to the COVID-19 pandemic. The USA Government has also announced a grant of US\$8 million, while the European Union announced a support package of EUR70 million. The Islamic Development Bank is also expected to contribute US\$35 million to Sudan.

B. Sectoral and Institutional Context

- 5. Sudan has made significant improvements in basic education over the last decade.** Between 2008/09 and 2017/18, the total number of schools (public and private) increased by 2,800, allowing one million more children to access education. The number of students completing primary education and proceeding to secondary school

² Africa's Pulse, No.21, Spring 2020: An Analysis of Issues Shaping Africa's Economic Future



increased from 251 to 336 thousand during the same time. Provision of preschool education, an important step to build school readiness, is relatively high with Gross Enrollment Rate (GER) reaching 43 percent in 2017/18, ten percentage points above average for Sub-Saharan Africa. Around 26 percent of basic schools have preschool facilities. In 2018, 65 percent of learners enrolled in Grade 1 reported having some preschool education, an improvement of about 16 percentage points from 49 percent recorded in mid-2000³.

6. **Despite recent progress in student enrollments, the education sector suffers from multiple challenges.** The country is seriously off-track in achieving Sustainable Development Goal 4, which commits the world to ensure "inclusive and equitable quality education and promote lifelong learning" for all by 2030. So far, universal high-quality schooling at the basic education level has proven unachievable. The World Bank Learning Poverty indicator shows that 40 percent of 10-year-olds in Sudan were not able to read and understand a simple text⁴. And the crisis is not equally distributed: the most disadvantaged have the worst access to schooling, highest drop-out rates, and lowest-quality schooling. Sudan ranks 132 out of 157 countries on the 2018 Human Capital Index (HCI) with a score of 0.38. This indicates that a child born in Sudan today will be 38 percent as productive when she grows up as she could be if she enjoyed complete education and full health.
7. **Sudan has one of the highest numbers of out-of-school children (OOSC) in the Sub-Saharan Africa (SSA) region, with approximately three million school-age children not in the education system.** While 52 percent of those children had never attended school, 48 percent started but dropped out. Gross Enrollment Rate (GER) at the primary level has been stagnant and low – at 69 percent in 2018/19. Due to the pandemic, the number of OOSC children may increase as there is a high risk that children will not return to school once the education system re-opens.
8. **Low public funding for education is affecting the quality of services and impeding access.** The consolidated education budget as a proportion of the overall budget remained stagnant at 11 percent between 2009-2017, which is low compared to the SSA average of 16 percent. As a share of GDP, spending in education was halved from 2.4 percent in 2009 to 1.2 percent in 2017, which is the lowest in Sub-Saharan Africa. The Federal Government has argued that States are expected to provide additional funding to Education. Though, the task would be extremely difficult given the deep economic crisis and recession. Being severely underfinanced, 72 percent of public schools in Sudan (11,860 schools) meet one of the disadvantage criteria: (i) poor learning environment (absence of water supply, latrines, fences, electricity); and (ii) lack of teachers (high pupil-teacher ratios). According to the Annual School Census, 1,647 public schools do not have any access to clean water including 223 schools for girls (2018/19).

COVID-19 Education Context

9. **The education system in Sudan has been severely affected by the pandemic.** All education institutions have been closed since March 14, 2020, with an estimated 6.2 million⁵ students out of school. Grade 8 Basic Education examinations have been postponed in 12 of the 18 states until further notice. Unabated, this situation could have

³ Sudan Education Sector Analysis, 2018

⁴ World Bank Human Capital Index 2018

⁵ Annual School Census 2018



profound, long-term negative impacts on the country's human capital and economic development. Without major effort to counter their effects, the school closings shock will lead to learning loss, increased dropouts, and higher inequality. The economic shock will exacerbate the damage, by depressing education demand and supply as it harms households; and together, they will exact long-run costs on human capital and welfare. A recent World Bank study,⁶ using data on 157 countries, simulates that COVID-19 worldwide will result in a loss of 0.6 years of schooling adjusted for quality, bringing the average learning that a student achieves during their lifetime down from 7.9 years to 7.3 years. As many as 4.5 million students could drop out due to the income shock of the pandemic alone globally. In the absence of any remedial action, students from the current in-school cohort will face, on average, a reduction of almost US\$840 in yearly earnings, or a loss of US\$50 thousand per student in lifetime savings over 35 years. The combination of being out of school and the loss of family livelihoods caused by the pandemic may leave girls especially vulnerable, by increasing caregiving responsibilities, the likelihood of adolescent pregnancies, and the potential of early marriage frequently associated with the negative income shock. Globally this amount has a present value of US\$10 trillion. The world stands to lose as much as 17 percent of the investment's governments make in students' schooling.

10. **Slowing economic growth and declining government revenues will reduce planned increases in education spending in 2020.** Economic growth accounted for 88 percent of global increases in government education spending between 2010 and 2015⁷. This suggests that lower economic growth in 2020 will either reduce planned increases in education budgets or will lead to reductions in the absolute size of education budgets resulting in larger financing gaps in the sector plan.
11. **The COVID-19 pandemic is likely to have a massive income shock for many households leading to further shrinking of the education sector budget.** Household income for many families is likely to decline due to an increase in both rates of unemployment and underemployment. In Sudan, families have been contributing greatly to education costs, including goods and services, capital costs, salaries to volunteer teachers, and food provision to teachers and pupils. In basic education, for instance, on top of the SDG 2.6 trillion (US\$389 billion⁸) covered by public finances, parents added a total of SDG 496 million (US\$74 million) in 2016/17, translating to about 16 percent of the known spending. The current economic situation is likely to affect the ability of families to pay for education going forward, so there is an urgent need to mobilize more funding. With the growing inflation affecting the purchasing power of households in Sudan, many will lose the ability to pay for goods and services.
12. **Sudan's access to concessional external finance is limited** as it remains on the List of State Sponsors of Terrorism. Sudan is highly indebted with sizeable external arrears and has been in non-accrual status with the World Bank Group (WBG) since 1994. At the end of 2015, its external debt amounted to US\$50 billion (61 percent of GDP) in nominal terms, about 84 percent of which was in arrears. Given the lack of access to IDA, World Bank activities and projects are funded by TFs, EFOs, Multi-Donor Trust Funds or Grants from global partnerships such as the

⁶ Azevedo, J.P., A. Hasan, D. Goldemberg, S.A. Iqbal, K. Geven (2020). Simulating the potential impacts of COVID-19 school closures on schooling and learning outcomes: Global estimates. World Bank, Washington, D.C.

⁷ Al-Samarrai, S., C. Pedro; L. J. David (2019). Mobilizing Resources for Education and Improving Spending Effectiveness: Establishing Realistic Benchmarks Based on Past Trends (English). Policy Research working paper; no. WPS 8773 Washington, D.C. : World Bank Group.

⁸ Using average exchange rate for 2017: US\$1.00 = SDG6.68 (World Bank, WDI).



Global Partnership for Education, Global Environment Facility, Forest Carbon Partnership Facility, State and Peacebuilding Fund, SCBTF, as well as World Bank's allocations for Advisory Services and Analytics (ASAs).

13. **The proposed grant in the amount of US\$10.65 million from the Global Partnership for Education (GPE) aims to support the country's COVID-19 Education Response.** The proposed Project will aid Sudan to address the immediate effects of the pandemic by supporting continuity of learning now, as well as to prepare for the school system's re-opening once the pandemic has subsided. In this respect, the Project aims to minimize the negative effects of the crisis in both the short and medium-term, thereby diminishing negative developmental impacts.
14. **The proposed Project is being processed under emergency procedures and will be implemented over 18 months.** On March 31, 2020, the GPE Board voted to create a US\$250.0 million COVID-19 Accelerated Funding Window under the GPE Fund (for which the World Bank is the Trustee). This window will provide allocations to address the pandemic's impact on education systems in 67 eligible-to-apply countries. Sudan is eligible to receive up to US\$11 million as a grant (including Grant Agency supervision fees). The World Bank has been selected as the Grant Agent by the Federal Ministry of Education and the Local Education Group (LEG) for this grant.

C. Relevance to Higher Level Objectives

15. **The proposed Project will support the implementation of the National COVID-19 Response Plan 'Keeping Students Safe and Engaged in Learning in Sudan'.** The Plan (adopted on April 22, 2020) includes measures for continuity of learning, student safety, and psychosocial well-being. While interventions focus mostly on the direct plans of the Federal Ministry of Education, some are also related to health, water, sanitation, hygiene, and child welfare. The Plan is focused on (i) promoting safe learning at home until schools reopen; (ii) preparing for schools to reopen safely, conduct exams and facilitate catch-up; (iii) accelerating innovative approaches to reach the most vulnerable strengthen system capacity; and (iv) strengthening system capacity.
16. **The IDA Interim Strategy Note (ISN) 2014-15 for the Republic of the Sudan (Report No: 80051-SD) defines the areas of World Bank engagements, focusing on basic service delivery.** The Project will contribute to the long-term Poverty Reduction and Equity Strategy by investing in improving education outcomes across the country, including areas under conflict. It will support ISN Pillar II "address socioeconomic roots of conflict" and will contribute to improved equitable service delivery in education. The operation is also in line with the Government's Basic Education Strategy for 2018-2022 and aims to upgrade the learning environment in states of Sudan.
17. **The education program in Sudan is built on organic links amongst three operations.** This Sudan Education COVID-19 Response Project aims at helping Sudan to maintain learning continuity during the pandemic and ensure appropriate resumption of teaching and learning when school open again. Another Emergency Support Project (P172812, provided by the GPE Accelerated Fund) will ensure schools receive additional support due to the economic crisis through school grants targeting 5.2 million school students in all 1,650 public schools. The third operation, the Basic Education Support Project (P167169, funded by GPE Education Sector Plan Implementation Grant) will support Sudan to continue to sustain the achievement and further improve the equity, efficiency and learning outcomes of the education system by financing textbooks and reading materials, school grants and teacher training and support as well as data collection, analysis and feedback systems.



II. ROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

18. The Project Development Objective is to support learning continuity at the basic education level⁹ during the COVID-19 pandemic and school system shutdown and safe transition back to school during recovery.

PDO Level Indicators

1. Basic school students supported with distance learning programs (Percentage)
2. Basic school students supported with distance learning programs (Number)
3. Students previously enrolled in project-supported schools who return to school once the school system is reopened (Percentage)
4. Students previously enrolled in project support schools return (Number)

19. All PDO indicators will be disaggregated by gender and location (state).

B. Project Components

20. The proposed project design is guided by the following principles: (a) urgent response to support students and teachers engagement during the COVID-19 pandemic and school system shutdown; (b) use of most common media of communication for distance learning such as radio, television, newspapers for students; (c) facilitating engagement of students through assignments that will be graded by teachers; and (d) mobilizing teachers to engage in interacting with students in distance education during social distancing, assessing students' assignments and reporting the results.

Component 1: Supporting learning continuity at the basic education level during the COVID-19 pandemic and school system shutdown (US\$6.93 million).

Sub-Component 1.1: Production and dissemination of television and radio education broadcast and newspaper education columns (US\$1.40 million).

21. **This sub-component will support** (i) curation and adaptation of distance learning programs in Mathematics and Arabic (including relevant materials available from other Arabic speaking countries) to be broadcasted through TV and radio with assignments for students to engage in; (ii) development of Arabic and Mathematics columns to be disseminated through newspapers; and (iii) development of guides for teachers to grade and record the results of students' assignments.

⁹ Basic education in Sudan comprises grades from 1 to 8.



22. **Broadcasting free radio and TV lessons to give students an opportunity to continue learning.** Radio programs would target all school-age-children in all 18 states of Sudan. TV lessons would complement radio instructions in Khartoum and other urbanized areas with high penetration of television. The lessons would be aired on national radio and TV stations 4-6 hours a day from Saturday to Thursday (in Rwanda the duration is six hours, in South Sudan – four hours). The lessons would focus on students in basic schools (grade 1-8 students). The Project will facilitate interaction with pupils through text messages and phone-ins.
23. **The Project will support the National Center for Curriculum and Educational Research (NCCER) in developing the learning continuity programs.** First, the NCCER will select textbooks in Math and Arabic to broadcast through radio and nominate teachers to record the lessons. NCCER will also work with textbook authors and teachers to prepare Arabic and Mathematics assignments to be distributed to students in newspaper columns. The selection of key content, development of audio and TV materials and corresponding assignments to be given to students should ensure simplicity and easy accessibility for parents and teachers to follow. **The Project will also support extensive radio awareness campaign for COVID-19 prevention** by working with radio channels at the national, state, and locality levels during peak hours to deliver hygiene messages, promote handwashing and practice social distancing.
24. *Priority support for disadvantaged students.* Students with special needs face particular challenges from loss of schooling as a result of COVID-19. The component will support the development and delivery of specialized distance learning materials for these and other disadvantaged students, such as girls and students from the poorest households.

Sub-Component 1.2: Engagement of students and teachers in the learning continuity programs (US\$4.33 million).

25. **For both radio and newspaper-broadcasting, assignments in Math and Arabic will be developed to engage students in the learning process.** Guidance for completing the assignments will be provided to students at the end of each episode. Pupils will be asked to complete the assignments, and their parents will leave the complete forms in a drop box (secure and weatherproof) installed in each public school. Blank quiz sheets will be printed in newspapers. Teachers will mark the assignments and submit the results to the Project Monitoring and Evaluation team in short message service (SMS) and WhatsApp. Paper forms of the assignments will be stored in schools and audited by a third-party when schools resume. When students are back to classrooms, headteachers will recognize/reward those students that completed most assignments.
26. **The Project will, where appropriate, mobilize the participation of community teachers.** Community teachers account for one in six teachers in Sudan and are very important in sustaining the education delivery to date. With the school closure because of the COVID-19 pandemic, these teachers' livelihood will be severely affected as they would no longer receive support from parents and communities. Therefore, the Project will prioritize community teachers to be assigned in each participating school to collect the quiz result and grade them, with a small stipend to be provided to these teachers for their efforts.
27. **The Project will provide COVID-19 grants to basic education schools to support their engagement in distance learning and return back to the classroom.** Grants will be used to (i) remunerate teachers for grading of student



assignments; (ii) buy cell phone minutes, text, and data for teachers to transfer results of grading and communicate with students; (ii) recognize/reward those students that completed most assignments; (iii) buy soap and water; and (iv) procure minor stationery such as chalks, pens/pencils, and paper. Schools may also use grants to prepare welcome packages for students when they come back.

Sub-Component 1.3. Provision of radios to the poorest families (US\$1.20 million).

28. **Under this sub-component, the Project will provide radios and solar power banks to target households.** The Project will target communities with schools without electricity and the lowest learning outcomes (bottom 20 percent). Rich school-level data obtained from the School Census in 2015-2019 with support from the Basic Education Recovery Project will be used for the targeting of project beneficiaries. It is expected that approximately 60,000 poor households will receive the radios.

Component 2: Supporting safe transition back to school during recovery (US\$4.33 million)

Sub-Component 2.1. Ensuring children's return to school (US\$2.45 million).

29. **Under this sub-component, the Project will also support communication/connectivity campaigns to ensure sustained enrollment for and protect girls and vulnerable children.** Beyond filling the gap in learning, the Project also seeks to protect vulnerable children – and especially girls – as they spend months out of school and mitigate the heightened risk of early marriage. Girls are more likely to end up doing household chores and might not return to school. Using radio and other technologies to promote safeguarding and health messages, supplemented by human interaction with their teachers or other community leaders, could help protect adolescent girls from sexual abuse, violence, and pregnancy. The Project will use extensive communication at the school-level to raise parents' and community awareness in child protection in particular girls.

Sub-Component 2.2. Rapid assessment of learning when schools resume (US\$0.80 million)

30. **This sub-component will support schools to conduct a rapid assessment of student needs when schools resume.** The closure of schools, even with mitigation measures, will result in slower learning progress. The poorest are likely to fall further behind their richer peers. When schools re-open, a rapid assessment of students will identify learning gaps and inform remedial programming and learning opportunities so that all students catch up to grade level rapidly. Finally, the analysis of the graded assignment (quizzes) in Component 2 will also inform what teaching and remedial strategies are needed to help students catch up.

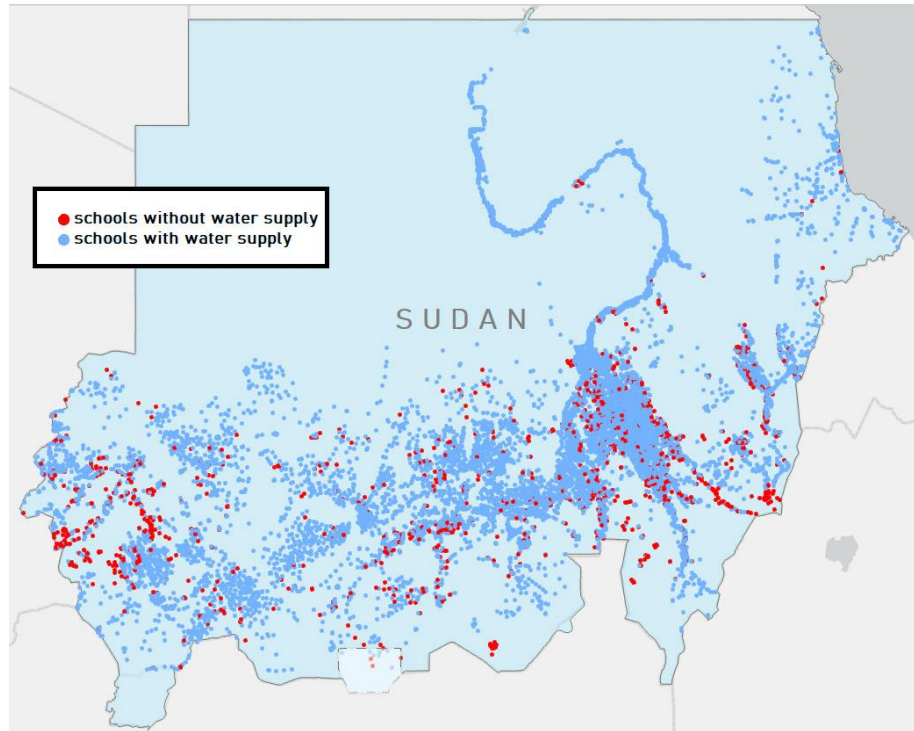
Sub-Component 2.3. Provision of water tanks to schools with no access to clean water (US\$0.82 million).

31. **Under this sub-component, the Project will provide water storage tanks (500 liters) for schools lacking water storage facilities to help in handwashing and hygiene once the schools are open.** According to the Annual School Census, there are at least 1,647 public schools without water supply including 223 schools for girls (2018/19). Schools will be allowed to purchase water to support hand-washing and other wash and sanitation needs to



reduce the risk of COVID-19 resurgence. In addition, school grants which would be provided under another GPE funded operation – Sudan Education Emergency Support Project (P172812) – will be used to buy soap and water.

Figure 1: Water Availability in Basic Education Schools of Sudan



Source: Annual School Census 2018/19 data

32. **Component 3: Program coordination and management (US\$0.45 million).** This component will support the Federal Ministry of Education (FMoE) in overall program coordination, monitoring, and evaluation. The Program Coordination unit will cover functions such as planning, procurement, financial management, environmental and social risk management and monitoring and evaluation. Technical experts will be mobilized as necessary. The Program Coordination Unit will monitor the progress by collecting and analyzing school-level data under the Annual School Census.

Table 1: Summary of Project Components and Costs

	Component name	Cost (US\$ million)
1	Supporting learning continuity at the basic education level during the COVID-19 pandemic and school system shutdown	6.93
1.1	Production and dissemination of television and radio education broadcast and newspaper education columns (US\$1.40 million)	1.40
1.2	Engagement of students and teachers in the learning continuity programs	4.33
1.3	Provision of radios to the poorest families	1.20



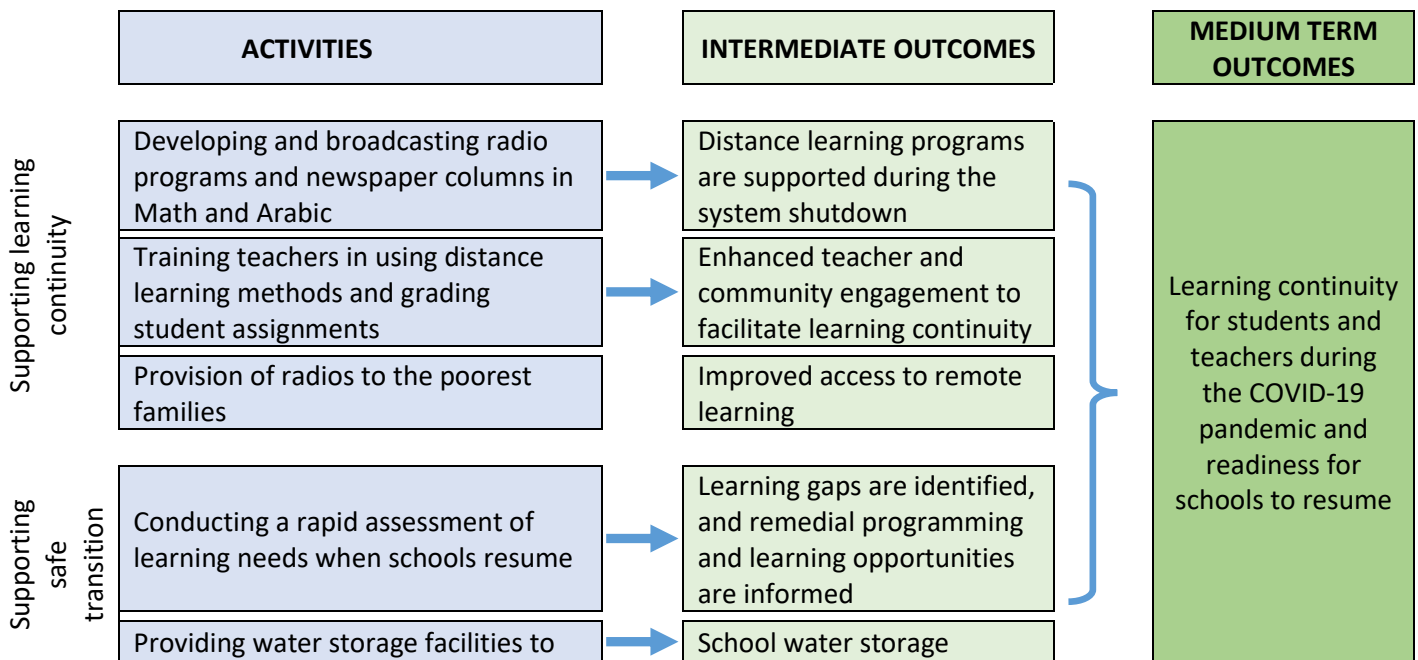
	Component name	Cost (US\$ million)
2	Supporting safe transition back to school during recovery (US\$4.33 million)	4.33
2.1	Ensuring children’s return to school	2.45
2.2	Rapid assessment of learning when schools resume	0.80
2.3	Provision of water tanks to schools with no access to clean water	0.82
3	Program coordination and management	0.45
	Total	10.65

C. Project Beneficiaries

33. The Project will operate at the national level supporting all public schools. Primary beneficiaries are approximately 5.4 million school students and their parents, and 33,000 teachers. Approximately 5.4 million students will benefit from the Project through distance learning programs broadcasted through radio. Approximately 60,000 target households and 287,000 students in those families will benefit from provided resources such as radios and solar power chargers. Thirty-three thousand teachers will benefit from training in using distance learning methods. Approximately 420,000 students, including 223,000 girls, will benefit from water provision in schools.

D. Results Chain

34. The following chart depicts the program theory of change:





the most deprived schools

facilities are improved to enhance and promote hygiene and sanitation



E. Rationale for World Bank Involvement and Role of Partners

35. **The proposed Project will support the National COVID-19 Response Plan** in (i) promoting safe learning at home until schools reopen (supporting the NCCER in developing the new digital curriculum, supporting community COVID-19 messaging for risk mitigation, supporting the psychosocial well-being of students, parents and school staff/educators, encouraging reading, writing, numeracy and acquisition of life-skills, and develop the required radio, TV, phone and/or paper-based alternatives to do this, monitoring access to learning during COVID-19), and (ii) preparing schools for safe re-opening.
36. **The World Bank has been engaged in the education sector in Sudan for more than two decades.** Among Development Partners engaged in the sector, the World Bank has provided strategic leadership in policy dialogue with a focus on education quality, access, and good governance. The World Bank has gained valuable experience through the implementation of projects in the education and numerous other sectors in Sudan. This has provided many lessons about specific characteristics of the country's implementation environment, particularly understanding of the ability to respond to the Government's implementation strengths and weaknesses.
37. **The World Bank's convening authority is well recognized and will be of particular value given the need for broad-based consensus and alignment among stakeholders for ensuring a successful GPE process.** The World Bank will bring added value through its high level of technical expertise derived from its knowledge gained from operations to support primary education around the globe. It brings the advantage of strong in-country capacity for continual implementation support, particularly to ensure sound fiduciary functioning and management. The World Bank has carried out extensive analytical work on Sudan's education sector, the findings of which have been fully integrated into the proposed Project's design.
38. **The Project will also benefit from the coordination and cooperation with other partners working in education in Sudan.** The United Nations International Children's Fund (UNICEF) is leading the dialogue with the Government on the overall sector COVID-19 response strategy. The British Council has developed audio material in English teaching for teachers with accompanying worksheets and the materials are available for broadcasting.

F. Lessons Learned and Reflected in the Project Design

39. **The COVID-19 pandemic has already had profound impacts on education by closing schools at all levels almost everywhere; now, the damage will become even more severe as the health emergency translates into a deep global recession.** Without aggressive policy action, the shocks to schooling and the economy will deepen the learning crisis. Children and youth who are forced out of school may not return; those who do return will have lost valuable time for learning and will find their schools weakened by budget cuts and economic damage to communities. Many would have lost their most important meal. And with the poorest households hit hard by the



ensuing economic crisis, the opportunity gaps between rich and poor will grow even larger. Beyond these short-run impacts on schooling and learning, countries will ultimately suffer significant long-term losses in education and human capital. A one-year loss in schooling would result in an eight percent reduction in labor productivity for the cohort of students affected by the school closure.

40. **One of the most common global responses to the COVID-19 crisis in the education sector has been the use of remote or distance learning solutions and e-learning strategies.** Sudan is not yet ready to provide equitable distance learning through the Internet. Sudan had 13.1 million Internet users as of December 2019. About 29.9 percent of households have access to the internet which is lower than the average for the Africa region (39.3 percent) and the rest of the world (62.9 percent).¹⁰ In contexts where digital solutions (like online learning) are less accessible, countries have considered low-tech mass broadcasting tools like radio and television. Radio is the most commonly available and accessed technology across the globe. The United Nations Educational, Scientific and Cultural Organization (UNESCO) reports that 75 percent¹¹ of households globally have access to radio, and in Sub-Saharan Africa, between 80 and 90 percent of households have access to a working radio set. Along with radios, mobile phones are one of the most accessible forms of technology, covering over 70 percent of the world's population.¹² Sudan has 30.1 million mobile-cellular subscribers (International Telecommunication Union, 2018), which is equivalent to 72 mobile-cellular telephone subscriptions per 100 inhabitants. Weekly SMS alerts sent to the phones of listeners 30 minutes before a broadcast can boost radio campaign listenership by up to 20 percent¹³.
41. **Experience from other countries (e.g., Sierra Leone where schools were closed for nine months due to Ebola epidemic in 2014) shows that during education system shutdown it is essential to deploy remote learning as quickly as possible.** Different platforms and channels should be used to reach as many students as possible. Without explicit policies to reach more vulnerable households, only rich and educated families will be able to cope with the shock. The Project has been designed with these lessons in mind, supporting various channels of remote learning and focusing on an urgent response to the crisis.
42. **Reopening of schools requires demand- as well as supply-side support:** Following the reopening of schools it is unlikely that participation will return to pre-pandemic levels immediately. Prolonged school closures have been found to have long-term impacts on school participation, particularly in fragile and conflict-affected states. A multi-country study that students in fragile and conflict-affected states are less likely to return to school, are more likely to work, and are more likely to be conscripted into armed groups following school closures. Following the Ebola epidemic, many girls in Sierra Leone didn't return to school and sexual exploitation increased.
43. **When managing continuity of learning, educational systems should try to prevent dangerous (and possibly irreversible) reductions in enrollments and to close learning gaps that will likely have expanded during the closures.** Efforts should be geared to make up for the lost time to avoid permanent impacts in the human capital of children and young people currently in school age. This will require a raft of measures targeted at reversing

¹⁰ Data source: Internet WorldStats, December 2019

¹¹ Source: EFA Global Monitoring Report, 2012, p.248

¹² Source: EFA Global Monitoring Report, 2012, p.290

¹³ Source: The new age of radio: how ICTs are changing rural radio in Africa (Bartholomew Sullivan), Farm Radio International, 2011, p.5



learning losses, from improved classroom assessment to focused pedagogies to system-level support. It will also require substantial resources, and education budgets must be protected, at a time when families will have less disposable income to support education at home and the demands on the public system might increase.

44. **Finally, Sudan has gained valuable experience mobilizing parents and guardians to engage in student learning** during the pilot reading program implemented in the previous Basic Education Recovery Project (P128644). Levelled reading materials were provided for students to read at home and parents and guardians were advised to follow the students' reading progress and use guided assignment at the end of the reading materials to check children's understanding of what they read. With this model of engagement by schools, parents and or guardians, the share of children who read at level 3 (proficient) increased from 10 percent to 45 percent after the program. Therefore, this project will build on the lessons learnt from the reading program and integrate engagement of parents and teachers into the distance learning process during social distancing.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

45. **The implementation will be mainstreamed through the MoE, State Ministries of Education, and localities** at the local government level, using the existing government structures in Sudan.
46. **Component 1 will be implemented by the NCCER and localities with the support of states and the Federal MoE.** At the federal level, the NCCER will coordinate the production and broadcasting of learning continuity programs, as well as, development of assignments for mass printing in newspapers. Government systems will be used to provide training to teachers in grading student assignments.
47. **Sub-component 1.3 'Provision of radios to the poorest' will be supported by the MoE Department of Planning.** The implementation arrangement will build on the textbook preparation and distribution under the BERP, and, to the extent possible, government systems will be used to deliver the radios to communities.
48. **Component 2 will be led by the Department of Planning and the Assessment Center,** under the senior MoE leadership led by the Under-Secretary. The Under-Secretary is the Chief Administrator at the MoE, and the overall responsibilities of implementation fall under his/her office. A Steering Committee, chaired by the Under-Secretary and participation of beneficiary States, will meet virtually monthly to provide the strategic guidance and oversight in the implementation of the program activities.
49. **The MoE and States will be supported by a Program Coordination Unit (PCU).** The PCU will be led by a Program Manager and include the following key personnel: (i) component coordinators; (ii) program monitoring and evaluation specialist; and (iii) procurement, financial management, and administrative staff. The PCU will manage all three GPE grant with the above core functions, and technical staff will be mobilized to coordinate activities that are specific to each of the grant. Project implementation will be overseen by the Project Steering Committee,



which is led by the Minister of Education and consists of representatives from the Ministry of Finance, the World Bank, key development partners in education and representative of civil society.

B. Results Monitoring and Evaluation Arrangements

50. **The monitoring of implementation progress and performance of the Project activities will rely on evidentiary data, information and documents submitted by the respective participating teachers and consolidated by the Project M&E team at the PCU as part of the overall Project M&E reporting system.** The Project will support training of teachers to mark the assignments. In addition, the Project M&E system will utilize school-level data collected under the Annual School Census that was developed and fully operationalized under the BERP. The BERP supported capacity building to both collect and use the data throughout the entire system from the schools to the state and localities all the way up to the federal level. Therefore, there was strong ownership and capacity for implementation.
51. **The rapid assessments that the Project will finance will also allow monitoring of student learning.** These assessments will identify learning gaps and inform remedial programming and learning opportunities so that all children catch up to grade level rapidly. The Project will utilize experience built under the BERP that supported local capacity building for conducting national learning assessments (NLA). NLA sensitization workshops were conducted by clusters and in Khartoum to raise awareness. This was extremely helpful in building ownership for the NLAs. In addition, there were national and state training of trainer programs developed with NLA coordinators identified and recruited for each state. Following that, state level training for all survey supervisors and enumerators were conducted. As a result, the Project supported two NLAs in Sudan in 2015 (for Grade 3) and 2018 (for Grades 3 and 6). The team from the National Examinations Department at the Ministry of Education has been working closely with experts from the University of Oxford to design the survey.

C. Sustainability

52. **The Project will equip Sudan with capacity to make the education system more resilient, and able to deliver education in emergency situations using alternative and innovative channels of engagement.** The set of audio and TV materials will supplement the traditional print materials being used in schools by teachers and students and can be used post COVID-19.
53. **The Project implementation will take place both during and after the COVID-19 breakout when the system will not be functioning normally.** This adds to systemic challenges related to the availability of human resources within the Federal MoE, data and information management, monitoring and evaluation capacity, availability of human resources, and support from regional and international consultancy if needed. To mitigate this risk, a detailed implementation plan has been developed so that required human resources can be mobilized and necessary capacity building activities be provided. In addition, the Project will support capacity building activities targeting ministry and PCU staff. The Project will engage with communities and available volunteer teachers to the extent possible and support their capacity building as well. Families in Sudan are highly committed to education which is



proven by their high and continuous contribution to education costs including goods and services, capital costs, salaries to volunteer teachers, and food provision to teachers and pupils.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

54. **Domestic revenues will continue to be the main source of education financing.** Currently, public spending in education is very low with communities bearing much of the non-salary cost. Interventions under the Project are justified by the urgent need to support schools during the COVID-19 pandemic to sustain pupil retention. The rapid support serves an immediate injection and continuity of services to children and help complement ongoing humanitarian support; while ensuring previous GPE program gains are stabilized and new GPE priorities under the next Education Sector Program Implementation Grant (ESPIG, P167169) are established.
55. The Technical Design of the Project includes measures to mitigate the additional challenges and risks arising from the emergency context. The Project adopts a three-phase approach in line with that recommended by the World Bank, with activities to help the system cope and maintain learning trajectories during the closure of schools; to promote learning recovery as schools reopen; and to strengthen the resilience of the education system in the medium term.¹⁴ In the coping phase, the Project supports a layered approach employing multiple channels to reach the largest possible share of students, including radio, TV and printed materials, with specialized support for disadvantaged children such as those with special needs and girls. To address safety, reassure communities and prevent recurrence of COVID-19 in schools, the Project supports improvements to school Water, sanitation, and hygiene (WASH) facilities and hygiene supplies. Support to the Parents and Teachers Association (PTA)/community supervision capacity will strengthen the resilience of education system in the medium term against potential COVID-19-related or other shocks.
56. **The economic analysis confirms the feasibility of the Project.** The net present value (NPV) of the expected benefits ranges between US\$15.2 million and US\$45.5 million with an internal rate of return (IRR) between 14 and 23 percent. Three different scenarios were considered as a result of COVID-19 in the absence of the Project with (i) 40 percent (upper bound of the NPV); (ii) 20 percent; and (iii) 10 percent (lower bound of the NPV) of students from basic education from the poorest households drop out. These scenarios were compared to the case where Project activities result in no additional dropouts, without changes in the current completion rates. The cost-benefit analysis uses the standard methodology for computing the aggregated private returns to work in adulthood of the students benefitting from project interventions. Project benefits consist of increased wage incomes resulting from the additional students completing basic education and from their future enhanced labor market earnings. The increase in earnings is associated with the expected gains in student learning in basic education because of sustained enrollment and likely improved conditions for teaching and learning in schools (see Annex 3: Economic and Financial Analysis).

¹⁴ World Bank. 2020. "The COVID-19 Pandemic: Shocks to Education and Policy Responses." Washington, DC: World Bank Publications.



B. Fiduciary

(i) Financial Management

57. **The Sudan Education COVID-19 Response Project will build on the BERP and will be managed by the same PCU.** The PCU is placed under the MoE but sits in a separate location. The purpose of keeping the PCU in place for the proposed Project was to benefit from the institutional memory of the PCU staff who received training in basic World Bank project implementation and fiduciary procedures, and to inherit the existing investments in office equipment and vehicles. Nevertheless, certain equipment will need to be replaced/repaired/upgraded under the Project. The following financial management arrangements will be undertaken by the project management and the Client.
58. **Budgeting:** The Project will prepare an Annual Budget based on an agreed Annual Work and Procurement Plans. The budget will be adopted by the Project Steering Committee (PSC) before the beginning of the year and its execution will be monitored on a quarterly basis. Annual draft budgets will be submitted for the World Bank's non-objection before adoption and implementation no later than November 30 every year. The budget monitoring will be conducted at three levels - (i) at transaction level, there will be checks conducted to ensure that payment requests are approved after checking the availability of budget; (ii) at system level, the accounting system should be able to support the budget monitoring aspect by tracking budget, by enabling easy recording of budgets and commitments, by enabling comparison of actual performance with budget; and (iii) at the report level- where the Project will be preparing periodic/ad-hoc financial reports and analyses to follow up on budget utilization and variance analysis prompting management and or the PSC to appropriate actions and mid-way corrections. In addition, quarterly Interim unaudited Financial Reports (IFRs) submitted to the World Bank will include statements that show budget utilization, comparing actual expenditures with budgets and proving justifications/explanations for major variances. These and other budgeting process and monitoring will be clearly defined in the Financial Management (FM) Manual.
59. **Internal control and internal audit:** Internal control comprises the entire system of control, financial or otherwise, established by management in order to: (i) carry out the project activities in an orderly and efficient manner; (ii) assure adherence to policies and procedures; (iii) safeguard, manage and control the assets of the Project; (iv) ensure completeness and accuracy of the financial transaction/information; (v) ensure proper segregation of FM-related functions; (vi) ensure proper flow of funds; and (vii) ensure adequacy and accuracy and recording of FM data. The details of these procedures will be documented in the Project FM Manual already prepared. The Internal Audit Chamber will assign a staff to carry out internal audit reviews on the project on a regular basis. The reports of the internal audit will be shared during supervision missions. The project management will ensure that audit findings are timely resolved.
60. **Disbursement Arrangement:** The following disbursement methods may be used under the Project: reimbursement, advance, direct payment, and special commitment as will be specified in the Disbursement Letter and in accordance with the World Bank Disbursement Guidelines for Projects, dated February 1, 2017. Disbursements will be transactions-based whereby withdrawal applications will be supported with Statement of



Expenditures (SOE). Since this an emergency project, the project will participate in the direct disbursement pilot. Documentation will be retained at the Project for review by World Bank and external auditors. The Disbursement Letter will provide details of the disbursement methods, required documentation, designated account (DA) ceiling, and minimum application size. No withdrawal shall be made for payments made prior to the Signature Date, except that withdrawals up to an aggregate amount not to exceed US\$4,260,000 may be made for payments made prior to this date but on or March 31, 2020 for Eligible Expenditures. Eligible Expenditures include costs associated with the development of remote learning programs by the NCCER, project preparation by the PCU. On project closure, a period of four months (grace period) after the closing date will be allowed to complete processing of disbursement for eligible expenditures incurred up to and until the closing date of the grant.

61. **Banking Arrangements:** The PCU will open a segregated DA denominated in Euro at a bank acceptable to the World Bank. Local currency account(s) can also be opened to receive transfer from the Euro account. The details of both accounts (the designated and project account) along with the details of account signatories will be communicated to the World Bank within one month after effectiveness. No disbursements will be made from the World Bank until the segregated bank accounts are opened for the Project. If ineligible expenditures are found to have been made from the DA, the Recipient will be obligated to refund the same. If the DA remains inactive for more than six months, the Recipient may be requested to refund amounts transferred by the World Bank to the Designated Account. These accounts will finance all eligible project expenditures as per the Financing Agreement. It is envisaged that funds will be held at the PCU only. Should a need arise in future to transfer resources to other entities, then a FM assessment for them will be conducted to ensure that adequate FM capacity exists and to mitigate risks.
62. **Fund flow arrangement:** The World Bank will make an initial advance disbursement into the DA for the Project managed by PCU in Euro upon receiving a withdrawal application. Subsequent replenishment of funds from the World Bank to the DA will be made upon evidence of satisfactory utilization of the advance, reflected in SOEs and/or on full documentation for payments above SOE thresholds. Replenishment applications would be required to be submitted regularly (preferably monthly). Funds can be transferred from the designated accounts to the project local currency account where payments in relation to project eligible expenditure can be made. In addition, payments could also be affected from the designated account for eligible expenditure. A separate local bank account will be opened for the counterpart fund, normally in the Central Bank of Sudan. Relevant payments will be paid out of this account.
63. **Internal Reporting:** The PCU and specifically the finance officer will prepare financial reports regarding the Project, analyze and explain these reports and submit to internal stakeholders or management on a regular and ad-hoc basis.
64. **Reporting to the World Bank:** The PCU will prepare quarterly IFRs for the Project in form and content satisfactory to the World Bank, which will be submitted to the World Bank within 45 days after the end of each quarter to which they relate. The IFR will support the monitoring of project implementation. The IFR format/content will include templates for: (i) Statement of Sources and Uses of Fund stating summary statement of funds received from IDA, expenditures incurred on the project appropriately classified and fund balances including opening and



closing balances and the movements there of; (ii) Statement of Use of Funds by Project Activity/Component comparing budgets with actual expenditures/payments for the quarter and cumulative showing variances, budget burnout rates and balances, etc.; (iii) reconciliations of the DA and Project accounts as at the closing date of the reporting period; (iv) Notes to the IFR, advance and retention statements, supporting schedules e.g. aging analysis, bank statements, trial balances; and (v) any other forms and information that may be requested by the World Bank. The Project also will prepare Annual Financial Statements (AFS) in compliance with International Accounting Standards and Bank requirements. The annual Project Financial Statements (PFS) will be prepared within two months of the close of the fiscal year to which it relates and will be submitted to the National Audit Chamber for audit. Audit Terms of Reference (TORs) will show the content of the AFS.

65. **External audit arrangement:** The Ministry of Finance and Economic Planning (MoFEP)/PCU will be responsible for having the PFS audited by the National Audit Chamber (NAC). The Annual audited PFS and audit reports (including Management Letters) for the Project will be submitted to the World Bank by MoFEP/PCU within six months from the end of the fiscal year. In accordance with the World Bank's Policy on Access to Information, the World Bank requires that the Recipient disclose the audited financial statements in a manner acceptable to the World Bank. Following the World Bank's formal receipt of these statements from the Recipient, the World Bank makes them available to the public as per the Policy. The audit would be in conformity with the World Bank's audit requirements and in accordance with internationally recognized auditing standards. The auditor will express an opinion on the Financial Statements in compliance with International Standards on Auditing (ISA) issued by the International Federation of Accountants (IFAC). The NAC will also prepare a Management Letter giving observations and comments, and providing recommendations for improvements in accounting records, systems, controls and compliance with financial covenants in the Grant Agreement. As noted above, the audit report will be submitted to the World Bank within six months after the end of the accounting period to which the audit relates. The audit TOR for the Project will be prepared by MoFEP/PCU and will be agreed with the World Bank.

(ii) Procurement

66. **The procurement of the Project will be implemented by the PCU.** The PCU will have the same fiduciary function as under the BERP implementation.

67. **The procurement arrangement has been assessed and the procurement risk is rated as "High."** The risk will be mitigated through regular reporting on the progress and implementation of fiduciary activities by the PCU, World Bank supervision and hands-on support as required, and further capacity building and training. The residual risk after mitigation is Substantial.

68. **Procurement under the proposed operation will be guided by the following documents:** (a) the 'World Bank Procurement Regulations for IPF Recipients' dated July 1, 2016, revised November 2017 and August 2018 (Procurement Regulations); and (b) the World Bank's Anticorruption guidelines 'Guidelines on Preventing and Combatting Fraud and Corruption', revised July 1, 2016.

69. **As required by the procurement Regulations, the Recipient has prepared a draft Project Procurement Strategy for Development (PPSD) and a draft Procurement Plan covering the 18 months of implementation.** The Project



will use the World Bank’s online procurement planning and tracking tools to carry out all procurement transactions. The is the Systematic Tracking of Exchanges in Procurement (STEP) which is an end to end and will be used for submission, clearance, to capture procurement data and to update the Procurement Plan.

70. **Sudan has procurement, contracting and public asset management regulations (law).** Any contract, which will be procured through National Competitive Bidding (NCB) procedures, would be subjected to these national procurement procedures. The Project has no complex procurement that may pose a challenge to the Recipient capacity. Procurement activities are similar to those under BERP. As such, the Client is familiar with the types of procurement that will be undertaken under this Project.

71. **Risk mitigation measures have been discussed and agreed with the PCU.** The measures include intensive trainings of staff from the procurement unit on the use of the World Bank procedures and processes for procurement of works, goods and selection of consultants. The preparation of a procurement plan for the duration of the project would also contribute to alleviate the risks.

72. **Summary of the PPSD:** Based on the main conclusions of the PPSD, the environment is considered favorable for the execution of public contracts. Goods will include contracts for printing learning packages, radios for poor households, procurement of laptops, photocopiers, hosting server, internet connectivity and accounting software. Consulting Services will include development of teaching lessons, multimedia and production services long-term contracts for project staff on Project Management, Financial Management, Procurement, Monitoring and Evaluation, Environmental and Social Safeguards, ICT and Data Analysis. The goods including the IT equipment required for the Project, including the laptops and desktops can be procured from the domestic market by using “Request for Quotations.” IT equipment with the appropriate software, photocopiers and office furniture will be procured through Direct Selection as well as other printing materials.

73. **In the case of vehicle rentals for fieldwork, if needed, a wide domestic market exists, including a number of enterprises capable of fulfilling the contracts.** Consultancy firms are expected to be recruited; individual consulting services will be open to both local and international candidates through advertisement in local and international media.

74. **The Implementing Agency has already developed clear procedures for the use of Request for Quotations and Individual Consultants Selection.**

75. The proposed Procurement and Selection methods in view of the identified activities are all Post Review.

C. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No



D. Environmental and Social

76. **Environmental Risk Rating – Moderate.** The Project support includes (a) provision of resources (radios and equipment) to the poorest, via provision of radios and solar power banks targeting communities with schools without electricity and the lowest learning outcomes (bottom 20 percent); and (b) delivery of newspaper with education inserts to schools. There are potential waste disposal issues associated with the communication devices, radios and solar power banks to targeted households and newspapers to be distributed to schools. The Project will not support civil works as these are not envisaged. As the distribution of the digital and mass-broadcasting tools are expected to be largely limited to existing school compounds, the environment risk rating could be considered as moderate. The risk mitigation measures may include, undertaking awareness creation on proper waste disposal for school and local communities and strengthen the environmental monitoring system at all levels.
77. **Social Risk Rating (SRR) - Moderate.** Project funds will be used for procurement of radios and charging equipment, paying stipends to volunteer teachers if they participate in supporting distance learning. The project activities are low to moderate risk, the SRR is considered moderate as the Project will support students and teachers in schools across Sudan, including in conflict affected areas where the contextual risk to the Project is considered moderate. The social risk mitigation measures include, undertaking robust stakeholder engagement, using third party (NGOs) to implement the delivery of equipment in conflict affected areas.
78. **Safeguards Management Approach and Capacity.** Since this Project is prepared under emergency procedures (Investment Project Financing Policy Paragraph 12), and closely linked to Sudan Basic Education Emergency Project (P172812), it will rely on the updated version of the ESMF and ESCP prepared for the Sudan Basic Education Emergency Project (P172812) that has been prepared and disclosed on April 23, 2020. A labor management procedure has been prepared and disclosed on June 7, 2020. The MoE will serve as the implementation agency for this Project. Within the MoE, there is an existing PCU which will hold responsibility for carrying day-to-day implementation of project activities. The PCU is supported by social mobilization and grass-roots capacity building/school grant coordinator and an environmental and social development specialist to carry out environmental and social risk management, monitoring and reporting. The PCU has a history of engaging with State Ministries and local communities to build capacity, and there is a component in the project dedicated to funding this, especially for the new States being added. The PCU at MoE, should maintain a dedicated environmental and social development specialist during the implementation of the project.
79. **Stakeholder Engagement and Information Disclosure.** The Project has updated the Stakeholder Engagement Plan (SEP) prepared for the Sudan Basic Education Emergency Support (P172812), and the stakeholder mapping for Sudan Basic Education Project. This updated SEP has been disclosed on the Ministry's and the World Bank's websites on June 7, 2020. There will be continuous stakeholder engagement by the MoE, State Education Offices, implementing entities; such as, partner non-government organizations. The project social mobilizers will closely work with the school-level PTA in the process of stakeholder engagement and community consultation. The virtual delivery of education and social campaigns through digital and mass-broadcasting tools, such as, television, radio



and newspaper contents should be developed to foster inclusion in a manner that reflects diversity, using a culturally appropriate and linguistically representative manner. These virtual delivery should be used to adequately understand the media, message and monitoring feedback, documenting and reporting.

80. **Grievance Redress Mechanism.** In Sudan, customary institutions including community development committees are responsible for managing community grievances. In case of grievances and disputes the communities/tribes typically settle these problems through their traditional system/community committees. Further, the native administration or be heard by local courts, which are staffed with traditional leaders such as Nazir, Omdas, and Sheikhs serving as mediating and ruling out. The customary court can refer cases to the formal court system; however, chiefs and sub-chiefs in many areas continue to arbitrate grievances and disputes arising within the community. The BERP had weak institutionalization, systematic recording and reporting of grievances so the Project needs to set up a grievance/complaint handling mechanism building on existing local practice with defined procedure, timeline and capacity building to the committee. The new virtual platform provides opportunity to improve provision of project information, feedback mechanism, monitoring feedback, documenting and reporting.
81. **Gender:** The Project will consider gender sensitive planning, through systematic gender analysis, action, monitoring and reporting. The analysis will consider gender disparities among different states, retention of girls in schools, understanding female teacher situations. The gender aspects differ among pastoralists, geographic locations, agro-pastoralists, which will be accounted in the planning and implementation of the project. The gender aspects in learning could be affected due to limited enrollment of girls because of inadequate latrines and/or societal pressures in some States and increased gender-based violence, sexual abuse and workload on girls to productively pursue their education. The Project investment will focus on protecting girls and vulnerable children, as they spend months out of school and mitigate the heightened risk of early marriage. The Project will use radio and other technologies to promote safeguarding and health messages, supplemented by human interaction with their teachers or other community leaders, improve child safeguarding by promoting parental participation in television and radio learning, and ensure the schools for dropping assignments are safe for pupil and their parents.
82. **Gender-Based Violence (GBV):** To prevent and reduce such risks, the Project will engage in awareness and stakeholder engagement campaigns as part of the continuous community consultation that will accompany project activities. For cases of GBV and sexual exploitation and abuse (SEA), the PCU social mobilization and grass-roots capacity building/school grant coordinator specialist will be the focal person to ensure referral and services. If cases are reported, the project will allocate adequate resources to build awareness of this mechanism for bringing GBV grievances to the attention of the State focal person. The State focal person will receive training in the basic principles of GBV case management, encompassing confidentiality, a non-judgmental approach, and service referrals for survivors. Adoption and Implementation of the GBV Action Plan will be done within six months of effectiveness and will be maintained throughout the Project life.

V. GRIEVANCE REDRESS SERVICES



Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VI. KEY RISKS

83. The proposed project is expected to have a number of substantial technical, fiduciary and socio-economic associated risks. Overall the risk rating is Substantial. Below are the high and substantial risks and mitigation measures:

- (a) *Political and governance risks (high)*. The federal system limits the possibility to coordinate and steer the education system to achieve the national educational objectives. To mitigate this risk, the Program Coordination Unit established within the Federal MoE will coordinate the vertical and horizontal Project activities. The Project will also be supported by the Basic Education Emergency Support Project which provides grants to schools and train communities to manage school resources in an efficient and transparent manner.
- (b) *Macro-economic risks (high)*. Sudan's macro-economic situation is erratic and significant fluctuations exist. The ongoing food and fuel crisis also continue dampening investor confidence affecting key economic sectors especially the service sector which is still in its infancy in Sudan. The resultant rising inflation, exchange rate instability and continued currency depreciation greatly weaken economic activity. The poor are particularly affected by rising inflation given their high food share in consumption, and limited means to preserve the erosion of the value of their savings. This increases the risks that parents will not be able to afford to send their children to schools and that counterpart funding will not be forthcoming. The COVID-19 crisis is expected to aggravate the situation. The current economic crisis in Sudan has created a large variation between the official exchange rate and the parallel market and the devaluation of the Sudanese currency. The Central Bank of Sudan official exchange rate is US\$1 = 58 SDG however the parallel market has fluctuated greatly reaching as high as US\$1 = 140 SDG; an average of 70 SDG to the US\$ is currently calculated. Considering the urgency of the situation, this emergency support will be conducted in a short project implementation cycle, limiting the impacts of macro-economic fluctuations and providing much needed support directly to the students and teachers. The Project aims to thereby reduce some of the pressure on households to finance education services and ensure that students, especially girls, stay enrolled in schools.



- (c) Fiduciary (substantial). There are risks related to the Project’s fiduciary management (i.e., FM and procurement). The PCU will have the same fiduciary function as under the BERP implementation. MoE has gained substantial experience in managing World Bank funds with the BERP which was rated satisfactory in financial management. The new Project will continue to emphasize strong fiduciary controls and checks and balances. Standard controls, such as financial audits and internal audits, as well as systematic monitoring, will be built into the project design to mitigate fiduciary risks. For procurement, mitigating measures include intensive trainings of staff from the procurement unit on the use of the World Bank procedures and processes for procurement of works, goods and selection of consultants. The preparation of a procurement plan for the duration of the project would also contribute to alleviate the risks.
- (d) Institutional Capacity for Implementation and Sustainability (Substantial). The Project will build on the BERP and will be managed by the same PCU. The PCU will hold responsibility for carrying day-to-day implementation of project activities. The PCU is placed under the MoE but sits in a separate location. The purpose of keeping the PCU in place for the proposed Project was to benefit from the institutional memory of the PCU staff who received training in basic World Bank project implementation and fiduciary procedures, and to inherit the existing investments in office equipment and vehicles.
- (e) Technical Design of Project (Substantial). Table 2 below lists the identified sectoral, technical and social risks and proposing a number of mitigation measures.

Table 2: Risks and Mitigation Measures

SN	Risk Associated with school closure and distance learning program	Risk/ Impact	Intervention for Mitigation	Residual Risk/Impact
1	Quality of the distance learning materials program (Math and Arabic), considering students with special needs	High	Distance learning materials to be developed and endorsed by the MoE	Low
2	Capability of teachers delivering the distance learning program	High	Selection criteria for teachers will be developed and applied	Low
3	Parents’ limited engagement in facilitating student distance learning participation	High	Aggressive communication campaign by Ministry of Education, State and localities	Low
4	Distance learning might not reach students in IDP, Refugees camps and special care houses	High	Special consideration and close supervision and monitoring	Low
5	Affordability of TV, Radio and newspapers	Medium	To provide devices specially for radios for the poor and assignments in newspapers to all	Low



SN	Risk Associated with school closure and distance learning program	Risk/ Impact	Intervention for Mitigation	Residual Risk/Impact
			parents with school-age children	
6	Child labor	High	Close monitoring and provision by parents and teachers, to provide entertainment packages within the program	Low
7	Parents violence against children	High	Parents to be aware of the program and to get them involved	Low
8	Parents in essential services cannot assist their kids	High	To arrange for one from closed relatives to look after the students ensuring not missing the TV or radio sessions	Low

SN	Risk Associated with School re-opening		Intervention for Mitigation	
1	Schools might be contaminated with Corona Virus	High	Apply disinfectants and sanitization of all schools just before opening	Low
2	Children may not come back after long school closure period	High	Engagement by teachers using phone/SMS/WhatsApp Prizes/incentives for re-enrolment Enrolment campaign drive	Low
2	Students unhygienic practices	High	Conduct awareness campaign before reopening Reducing the school number of days and classes Shortening break times. Mass transportation to consider social distancing	Low
3	Students/kids can play big role in COVID-19 transmission		Increasing spacing between students in classes Keeping students in constant class groups/classrooms Closing playgrounds	Low
	Health	High	Daily temperature testing	Low



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Sudan

Sudan Education COVID-19 Response

Project Development Objectives(s)

To support learning continuity at the basic education level during the COVID-19 pandemic and school system shutdown and safe transition back to school during recovery.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	End Target
To support learning continuity during the COVID-19 pandemic and safe transition back to school			
Basic school students supported with distance programs (%) (Percentage)		0.00	90.00
Basic school students supported with distance learning programs (number) (Number)		0.00	5,000,000.00
Students previously enrolled in project-supported schools who return to school once the school system is reopened (%) (Percentage)		0.00	90.00
Students previously enrolled in project support schools return (number) (Number)		0.00	5,400,000.00



Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	End Target
Supporting learning continuity			
Number of learning continuity programs broadcasted daily through radio developed (Number) (Number)		0.00	2.00
Basic school students accessing awareness campaign (Percentage)		0.00	90.00
Number of poor families receiving radios (Number)		0.00	100,000.00
Number of teachers trained (Number)		0.00	33,000.00
Supporting safe transition back to schools			
Rapid Learning Assessment conducted (Yes/No)		No	Yes
Disadvantaged schools receiving water tanks (Number)		0.00	1,760.00
Grant-supported school reopen (Number)		0.00	16,500.00

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Basic school students supported with distance programs (%)	Percentage of basic school students supported with distance programs monitored through sms surveys	Bi-monthly	SMS surveys	SMS surveys	Project Coordination Unit
Basic school students supported with distance learning programs (number)	Number of school-age children with access to	Bi-monthly	SMS surveys	SMS surveys	Project Coordination



	distance learning programs				Unit
Students previously enrolled in project-supported schools who return to school once the school system is reopened (%)	The enrollment will be monitored through the annual school census	Annual	Annual School Census	Annual School Census	Ministry of Education Project Coordination Unit
Students previously enrolled in project support schools return (number)	Number of children enrolled in project-supported schools return after the pandemic	Annual	Administrative report	Project Monitoring Reports	Project Coordination Unit

Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of learning continuity programs broadcasted daily through radio developed (Number)	Number of learning continuity programs broadcast through radio developed	Annual	Project reports	Project reports	Project Coordination Unit
Basic school students accessing awareness campaign	Percentage of students reached by the sensitization campaign	Annual	SMS survey	SMS survey	Project Coordination Unit
Number of poor families receiving radios	Number of poor families receiving solar-powered radios for distance education	Annual	Administrative reports	Administrative reports	Project Coordination Unit
Number of teachers trained	Number of teachers trained on supporting students in distance learning	Annual	Project Monitoring Report	Reports by states of the number of teachers participating in training	Project Coordination Unit



Rapid Learning Assessment conducted	Rapid assessment of student learning levels conducted when schools resume	Once	Project monitoring reports	Project reports	Ministry of Education Project Coordination Unit
Disadvantaged schools receiving water tanks	Number of schools without water receiving water tanks	Annual	Project Monitoring Report	Reports by state on number of schools receiving water tanks	Project Coordination Unit
Grant-supported school reopen	Number of schools supported by the project reopen after the pandemic	Annual	Project Monitoring Reports	Reports by states on number of schools reopen	Project Coordination Unit



ANNEX 1: Costing for Sudan Education COVID-19 Response Project

COUNTRY: Sudan
Sudan Education COVID-19 Response

Table A1-1: Budget for Sudan Basic Education Response to COVID-19 Project

	Beneficiaries	Number of beneficiaries	Unit cost, US\$	US\$ million	Comment
Component 1. Supporting learning continuity at the basic education level during the COVID-19 pandemic and school system shutdown				6.93	
Sub-component 1.1: Production of learning continuity programs broadcast through radio and newspapers				1.40	
> general broadcasting (COVID-19 awareness, WASH)	All pupils	5.4 million		0.70	
> Mathematics and Arabic	All pupils	5.4 million		0.70	
Sub-component 1.2: Engagement - Bi-weekly assignments for students printed in newspapers				4.33	4 rounds of assignments in Mathematics and Arabic will be conducted
> Printing and distribution of assignments	Pupils in public schools	5,400,000	0.03	1.30	Assignments will be printed in local newspapers
> Training of teachers on grading of assignments	Public schools	16,500	20	0.33	Remote training at the school level (in locality centers) – US\$ 20 per school
> School COVID-19 grants (communication/connectivity, grading of assignments by teachers, SIM cards and data for teachers).	Public schools	16,500	150	2.70	School grants: US\$0.50 per child: > Grading of assignments: each teacher will receive US\$0.1 (SDG 15) per submission (child), 4 rounds of assignments in Mathematics and Arabic > SIM cards and data: US\$ 4 per month/teacher



	Beneficiaries	Number of beneficiaries	Unit cost, US\$	US\$ million	Comment
Sub-component 1.3: Provision of radios to the poorest families				1.20	
> Radios and batteries for target households	Target households	60,000	20	1.20	We target communities with schools without electricity and learning outcomes in the bottom 20 percent
Component 2. Supporting safe transition back to school during recovery				3.27	
Sub-component 2.1: Campaign for re-enrolment with a focus on girls and vulnerable children				2.45	
> Communication campaigns and support for schools for children re-enrollment	Public schools	16,500	100	1.65	US\$ 100 per school
Sub-component 2.2: Monitoring learning to ensure children's return to school					
> Conducting rapid assessment at the beginning of 2020/21 school year	School students	Representative sample		0.80	
Sub-component 2.3: Provision of water tanks to schools with no access to clean water	Public schools	1,647	500	0.82	Schools without water supply will be targeted
Component 3. Program coordination and management			\$300/year	0.45	
Subtotal				10.65	
Grant Agent supervision				0.35	
GRAND TOTAL with GA supervision cost				11.00	



ANNEX 2: Implementation Arrangements and Support Plan

COUNTRY: Sudan

Sudan Education COVID-19 Response

1. The implementation support plan of the Project is consistent with the new Government's strategy for managing externally funded programs supporting education. It also considers challenges in the education sector and risks identified in the Systematic Operations Risk-Rating Tool. It reflects the lessons learned from the past projects in Sudan. The project implementation rests under the responsibility of the MoE with targeted and continuous implementation support and technical advice from the World Bank.
2. The implementation support strategy is based on several mechanisms that will enable enhanced implementation support to the Government, on-time and effective monitoring of the Project, and guidance to implementing agencies on technical, fiduciary, environmental and social aspects, as necessary. The implementation support thus comprises: (a) implementation support missions; (b) regular technical meetings and field visits; (c) progress report on Results Framework; (d) M&E; and (e) harmonization among development partners and other stakeholders.
3. The World Bank's implementation support will broadly consist of the following:
 - Capacity-building activities to strengthen the ability to implement the project, covering the technical, fiduciary, and environmental and social dimensions
 - Provision of technical advice and implementation support geared to the attainment of the Project Development Objective, PDO-level and intermediate outcome results indicators
 - Ongoing monitoring of implementation progress, including regularly reviewing key outcome and intermediate indicators, and identification of bottlenecks
 - Monitoring risks and identification of corresponding mitigation measures
 - Close coordination with other DPs to leverage resources, ensure coordination of efforts, and avoid duplication
4. **Role of the World Bank.** The World Bank's implementation support team will be composed of country office (CO) based Task Team Leader (TTL), and both HQ-based and CO-based operations and specialist staff, who will be closely working with the client on a regular basis on implementation monitoring. Consultants will also be engaged for additional support in the key areas of reforms including governance, fiduciary, and E&S risk management.
5. **Role of GPE and Local Education Group**¹⁵. GPE and Local Education Group will be critical in providing oversight of the project implementation and maintaining the policy dialogues on key sector policies under the project. GPE and Local Education Group will join the biannual project implementation support missions.

¹⁵ GPE brings together in the local education group (LEG) all education partners, which enables them to contribute at all stages of the planning cycle, from sector analysis to evaluation. Led by the government, the local education group is comprised of all development partners, including civil society organizations, teacher associations, donors, multilateral agencies and private sector partners. The local education group improves the coordination of technical and financial support and promotes an inclusive sector dialogue, allowing all partners to contribute to a country's education policies and their implementation.



- 6. **Fiduciary arrangements.** FM and procurement arrangements will build on and use the capacity developed under the previous World Bank-financed projects. The World Bank FM and procurement specialists are based in the World Bank’s CO in Khartoum and will support project implementation through regular reviews and on-time training and capacity building of staff of the client. Formal supervision of fiduciary processes and procedures will be conducted biannually, and implementation support will be provided as required by the World Bank.
- 7. **Social and environmental risk management.** The World Bank environmental and social development specialists will provide regular implementation support to the Government in the implementation of the ESMF.

Implementation Support Resource Requirements

- 8. During the first year, it is expected that stronger engagement will be required in terms of operational support as well as M&E. Special attention will be given to the linkage with the health advisory of the country. The World Bank will ensure timely, efficient, and effective implementation support to the client. Tables 2-1 and 2-2 provide the implementation support plan and the skills mix required for the project.

Table 2-1. Implementation Support Plan

Time	Focus	Skills Needed	Resource Estimate (Staff Weeks)
First 12 months	<ul style="list-style-type: none"> • Team leadership • Education specialist • Education Data specialist • Implementation support and supervision • Fiduciary support and management • Environmental and social monitoring and reporting 	<ul style="list-style-type: none"> • Technical expertise for distance learning program development and learning assessment and gender • Project supervision, and monitoring and reporting • Procurement training and supervision • Environment and social monitoring and reporting • Institutional capacity building 	<ul style="list-style-type: none"> • Task Team Leader: 30 • Education/operations specialists: 20 • Education data and M&E: 7 • Procurement: 6 • FM: 5 • Environmental: 5 • Social: 5 • Administrative support: 10

Table 2-2. World Bank Team

Skills Needed	Number of Staff Weeks Per Year	Number of Trips	Comments
Task Team Leader	30	Field trips as required	CO-based
Education Specialist	10	Field trips as required	HQ-based or based in region
Education Economist/Data Specialist	10	Field trips as required	HQ-based or based in region
Operations Officer	10	Field trips as required	CO-based
FM Specialist	6	Field trips as required	CO-based
Procurement Specialist	5	Field trips as required	CO-based



Skills Needed	Number of Staff Weeks Per Year	Number of Trips	Comments
Social Development Specialist	4	Field trips as required	Region-based
Environmental Specialist	4	Field trips as required	Region-based



ANNEX 3: Financial and Economic Analysis

COUNTRY: Sudan

Sudan Education COVID-19 Response

1. The economic analysis for the Sudan Education COVID-19 Response Project addresses the expected impacts of the COVID-19 pandemic in the education sector and evaluates the benefits and costs associated with the Project. In Sudan, schools have been closed since March 14, 2020, and under the current level of uncertainty these analyses are based on possible scenarios and evidence from other countries' experiences with the Ebola outbreak.

2. The PDO is to support learning continuity during the COVID-19 pandemic and school system shutdown in Sudan and transition back to school during recovery. This will be achieved by providing resources to ensure that children are learning during the period of school closures and by enhancing the capacity of key education stakeholders to respond to the emerging needs during and after the COVID-19 outbreak. The main objective is to ensure learning continuity and mitigate the negative effects that academic inactivity can have on access and learning, particularly for children from more disadvantaged socioeconomic background.

3. The proposed Project aligns with the MoE response plan to the COVID-19 pandemic. The purpose of this response plan is to ensure better preparedness and an effective response to the outbreak: (1) minimizing the adverse effects of COVID-19 on learners, teachers and the education system at large; and (2) enhancing the capacity of the MoE and stakeholders to promote protection of learners and teachers and ensure continuity of learning and transition to normal school programs. It represents an opportunity to build the basis for long-term improvements in several areas such as pedagogy, technology (distance learning and assessments), financing, and parental involvement.

Economic Rationale for Public Investment in Sustaining Basic Education Enrollment in Sudan

4. The rationale for public sector financing of basic education is well established. Investments under the Project would strengthen efficiency and equity at the basic level overall, likely contributing to improved learning outcomes at the school level. The pressing needs and challenges for both improved efficiency and equity warrant public sector support consistent with Sudan's commitment to providing Universal Primary Education of reasonable quality to all children.

5. Investment in basic education in Sudan is justified by the low Net Enrollment Rate (69 percent) and completion rate (55 percent) and weak learning levels among enrolled students. A National Learning Assessment conducted in all 18 states of Sudan found that Grade 3 students performed very poorly. On average, 40 percent of pupils are not able to read a single word. This suggests that there is not only a large proportion of school-age children out of school but even when in school, many students are not learning.



Expected Impacts

6. Experience from other countries that have faced wide-spread COVID-19 before Sudan shows that education systems can be significantly impacted. As educational institutions are closed, any gains in terms of access and learning are at risk. School closures can lead to learning losses, increased dropouts, and higher inequality. The economic impact of the pandemic also affects households, with negative impacts on education demand and long-term human capital and wellbeing costs.

7. Experience from the Ebola outbreak, which killed more than 11,000 people in West Africa between 2014 and 2016 showed that school closures, restrictions on gatherings, and loss of family income have impacts beyond the illness itself. For school age children, prolonged school closures increase the risk of dropouts and can contribute to increased rates of sexual abuse and exploitation of children. Particularly for young girls, the social distancing and quarantine recommendations, in addition to increased economic stress and uncertainty, exacerbate GBV risks. Increased numbers of teenage pregnancy would likewise increase girls' likelihood to dropout from school. The current crisis can also exacerbate inequalities, as children and youth from poorer and marginalized households face broader risks linked to limited access to essential services such as water and sanitation, school information, electricity and internet services.

8. There is increased uncertainty related to the length of school closures and, also, the economic impact of the pandemic. Thus, this economic analysis evaluates how increased preparedness and mitigation measures can reduce expected education losses related to the COVID-19 crisis.

Box 3.1. Sierra Leone experience with Ebola

In Sierra Leone, schools were closed for eight months, which represented a whole year of lost schooling. Among measures to support students and communities, the Government used radio to reach students, invested in the safety and health of the learning environment, and monitored radio/TV programs and school re-opening. Experience showed that education radio programming was important to keep the link with education. It covered content from the primary and secondary levels, in core subjects, five days a week, where listeners could call in with questions. A safe and secure learning environment was crucial for children's re-enrollment in schools. Schools were cleaned up and maintained, and WASH and hygiene kits were provided. Monitoring of school re-opening was important to increase trust, and data showed students' enrollment was comparable to pre-crisis levels. Additional measures included shortened academic years, with accelerated syllabus and psychosocial support to special needs of survivors, orphans, and alternative education for pregnant or mothering girls.

Cost-Benefit Analysis

9. This Project will support mitigating the adverse effects the COVID-19 pandemic can have on education outcomes, which are a critical component of human capital. As the nature of work evolves in response to rapid



technological change, investing properly in human capital is considered not only desirable but necessary in the pursuit of economic development and wealth. To illustrate this concept, the World Bank developed the Human Capital Index (HCI), which measures the impact of underinvesting in human capital on the productivity of the next generation of workers. It is defined as the amount of human capital that a child born today can expect to achieve in view of the risks of poor health and poor education currently prevailing in the country where that child lives.

10. Education is a major component of the HCI, and Africa is the region of the world with the highest economic returns to education. The key drivers of these returns are the quality of education and the average years of schooling that a child may benefit from. Analyses of HCI indexes among developing countries show that Sudan is underinvesting in the future productivity of its citizens. A child born in Sudan today will be only 38 percent “as productive when she grows up as she could be if she enjoyed complete education and full health.” A child born today in Sudan is expected to complete only 7.3 years of education combined by age 18, compared to a regional average of 8.1. Because of the low levels of learning achievement in Sudan, this is only equivalent to 4.4 years of learning, with 2.9 years considered as lost due to poor quality. Even though Sudan is ranked among the countries in the lowest quartile of the HCI distribution, with an index slightly lower than the average for the SSA region, the index has increased over time. The current pandemic represents a risk to any gains associated with education and, therefore, the importance of this Project to mitigate those risks.

11. Private returns to education are high in Sub-Saharan Africa, where one additional year of education represents on average a 12.4 percent increase in expected income, higher than the global average of 9.7 percent. These returns also increase with education level. For higher education the regional average is 21 percent, while the returns to primary and secondary education are 14.4 and 10.6 percent, respectively.

12. Beneficiaries from this Project include (i) 5.4 million students in basic schools; (ii) approximately 33,000 teachers; and (iii) parents and key stakeholders. The main goal is to ensure learning continuity. The expected positive outcomes are therefore higher retention rates, as the pandemic might increase dropouts, affecting particularly harder children from poorer households and young girls.

13. Costs are equivalent to the total cost of the Project, which will disburse US\$11 million (including GA supervision fees) over a period of 18 months.

14. The analysis assumed that without the Project, a share of students currently enrolled in basic education would drop out. These students would not complete primary education. Due to the current uncertainty regarding treatments/vaccines, duration of the lockdown, economic impacts on households’ income, and students’ dropouts and learning outcomes, a few different scenarios were considered.

15. It was assumed that those households in the bottom quintiles (the poorest 40 percent), especially with girls¹⁶, would be the most affected by the pandemic. According to the MICS, Multiple Indicator Cluster Surveys 2014/15, these households account for 37 percent of the total children and youth currently enrolled in basic

¹⁶ During the Ebola epidemic in some parts of Sierra Leone, the teenage pregnancy rate increased 65 percent, according to a *study* by the UNDP. (‘Assessing Sexual and Gender Based Violence during the Ebola Crisis in Sierra Leone’, UNDP).



education. Three different scenarios were considered as a result of COVID-19 in the absence of the Project with (i) 40 percent; (ii) 20 percent; and (iii) 10 percent of students from basic education from the poorest households drop out. These scenarios were compared to the case where Project activities result in no additional dropouts, without changes in the current completion rates.

16. In Sudan, basic education lasts eight years, from ages 6 to 13. It was assumed that students would join the labor market the year after graduating and work for 35 years. We take into account unemployment rate for labor force with basic education reported by the International Labor Organization. The discount rate used to calculate the present value of costs and benefits was 8 percent.

17. The economic analysis confirms the feasibility of the Project, with NPV ranging from US\$15.2 million to US\$45.5 million, and IRR between 14 and 23 percent. The table below provides the economic evaluation under the three different scenarios considered. It is important to emphasize however that they do not exhaust all the possibilities under the uncertainty of the current COVID-19 pandemic.

Table 3-1: Expected Benefits of the Project

	% of students from basic education from poorest households drop out	Number of students retained in school	NPV	IRR
Scenario 1	40 percent	828,969	US\$45,498,773	23%
Scenario 2	30 percent	621,726	US\$30,374,080	19%
Scenario 3	20 percent	414,484	US\$15,249,386	14%

Note: Students from the poorest 40 percent of households (bottom 40 percent) which are enrolled in public primary and lower secondary education.