INTRODUCTION

The COVID-19 pandemic presents an unprecedented global challenge. In early April 2020, approximately 1.6 billion learners, from pre-primary through higher education, were affected by school closures in at least 194 countries—91.3 percent of the world’s enrolled students. Since then, countries have begun reopening education institutions.

Crisis situations such as conflict, natural disasters, or health epidemics, like COVID-19, regularly force education institutions to close, albeit usually on a more localized level than the current pandemic. Despite educators’ best efforts to sustain learning and routines through distance education during crises, many learners experience extreme hardships, creating new barriers to access and learning.

When learners return to learning—either in-person, at a distance, or both—many will have been out of education or training for several months. To respond to this disruption, it is critical to re-engage learners, including those who dropped out as a result of extended school closures and those who were out of school prior to the crisis. Education planners, partners, and leaders are also encouraged to leverage this opportunity to address historic educational disparities faced by the most marginalized. Education planners will need to navigate learner progression and adapt instruction so that learners receive essential instructional content. They may implement catch-up programs and continue distance learning as part of efforts to get back on track. This will be done alongside new health and safety measures, while ensuring the psychosocial wellbeing of learners and educators.

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CROSS-CUTTING CONSIDERATIONS

- **Promote equity and inclusion** across return to learning plans in order to reach marginalized and vulnerable populations throughout all levels of education as required by the [USAID Education Policy](https://www.usaid.gov).

- **Ensure the safety and wellbeing of learners, educators, and school personnel** by working closely with public health officials and social workers to develop a scenario-based, phased plan for reopening education institutions and utilizing existing frameworks for reopening schools.

- **Actively communicate, consult, and collaborate with educators, communities, and other stakeholders.** This is essential so that education actors understand local needs, have buy-in for decisions made, and build trust with communities.

- **Plan to monitor, evaluate, and learn (MEL)** continuously to adapt education interventions according to the latest information and ensure an effective, evidence-based response. This includes needs assessment and ongoing situation analysis. Existing MEL plans may need to be adapted so that monitoring, evaluation, and learning is safe, rapid, feasible, and action-oriented. The IASC [Global Education Cluster](https://www.unhcr.org/global-education-cluster) has identified [key indicators and questions](https://www.unhcr.org) to assess the impact of COVID-19.

- **Revisit policy and funding to benefit all learners.** Policy and funding barriers that exclude marginalized learners should be revised so that adjustments made to the academic calendar, curriculum, teaching, infrastructure, and exams are inclusive and equitable.

- **Plan for resilience.** Planning the return to learning after a crisis should contribute to comprehensive crisis preparedness and response plans to mitigate the impact of future crises and support countries to build more resilient education systems.

**KEY PRIORITIES FOR THE RETURN TO LEARNING**

**PRIORITY 1: (RE)ENGAGE ALL LEARNERS, ESPECIALLY THE MOST MARGINALIZED**

The impacts of crises are far-reaching, but not all learners will be affected in the same way. Education planners need to understand how learners, especially the most marginalized, have been affected, and strategize to re-engage them in education.

For example, during the COVID-19 pandemic, children and youth may fall ill or experience the loss of a family member; poverty and child labor; abuse and neglect; gender-based violence, sexual exploitation, or trafficking; displacement or family separation; stress, trauma, and stigma; fear or grief; and, in conflict-affected areas, increased conflict or recruitment into armed forces. Many learners will experience learning loss, many will miss important exams, and some will be forced to drop out of school.

These impacts will differ within and between groups. Girls and boys with and without disabilities, learners in conflict-affected contexts, young people in extreme poverty, and those in rural and urban areas will experience crises differently. As a result of the differentiated impacts young people face during a crisis, there is a high risk of widening educational gaps and dropout.

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ACTIONS WITH MINISTRIES OF EDUCATION (MOE), MINISTRIES OF HIGHER EDUCATION (MOHE), AND EDUCATION PLANNERS

• **Conduct rapid assessments (either through existing data or primary data collection) to identify marginalized groups.**

To understand how a crisis has affected learners, especially the most marginalized, education leaders need to identify at-risk groups and strategize to explicitly re-engage them in education. They should use existing data or gather additional information to assess the differentiated physical, social, emotional, educational, and economic impacts of the crisis on learners and their families. Using this data, education officials can tailor learner re-engagement strategies to those most at risk of dropping out or those who were previously out of school. This may include girls, young women, learners with disabilities, displaced learners, or other groups. Self-advocacy groups (e.g., organizations of persons with disabilities, faith-based organizations, female-led community groups) and higher education institutions can contribute to assessment design, implementation and analysis.

• **Collaborate with communities to (re)engage all learners.**

Strategies to ensure community support for learner (re)engagement efforts include clear, frequent, consistent messaging about reopening dates and plans; deploying reopening communication campaigns; collaborating with educators to identify and respond to learners at risk of dropping out; developing school-community partnerships to re-enroll learners; waiving, pro-rating, or applying a sliding scale for school fees; and providing scholarships, materials, cash transfers, school feeding, or other assistance to meet basic needs. Local officials must build community trust in decision-making in order for families to feel confident that it is safe to send children and youth to school.

• **Ensure education information and monitoring systems are functioning and capable of tracking (re)enrollment of all learners, especially marginalized populations, in real time.**

Education Management Information Systems (EMIS) can provide essential information about the reach of education services at district and national levels; however, they may be inaccurate or slow. Education officials should enhance current monitoring systems to ensure efficient data collection, aggregation, and analysis that provides timely information on (re)enrollment disaggregated by sex, disability, and geographic location. Officials should consider including non-formal education in EMIS to capture learners outside of formal education.

• **Promote alternative pathways back to education.**

Alternative education opportunities provide a pathway back to education for young people who were out of school prior to the crisis or learners who drop out due to a crisis such as the COVID-19 pandemic. Education planners, with support from donors and implementing partners, should incorporate relevant, non-formal (including accelerated) education opportunities to meet the needs of out-of-school children and youth.

• **Address policy barriers that exclude some learners from returning to education.**

Some education policies and practices exclude marginalized learners from education, such as those that prevent pregnant girls and learners with disabilities from enrolling in formal school, or those that
exclude learners in non-formal education or refugees from sitting exams or obtaining certification. Policymakers should revise policy to ensure all young people access appropriate education and ensure financing is available to implement strategies to enroll marginalized learners. Policymakers and leaders in education institutions should also ensure that education policies and practices (e.g., enrollment and attendance policies) do not punish learners or educators who are uncomfortable returning right away to ensure they are not excluded from re-engaging in education.

**PRIORITY 2: DEVELOP EDUCATION REOPENING PLANS**

During the COVID-19 pandemic, while some countries have begun to reopen schools, others plan to reopen in the next academic year or may not have decided when to reopen. To plan for the return to learning during and after a crisis, education planners at the national, sub-national, and school levels need to develop education reopening plans and strategies. These include plans for when and how education institutions will reopen in person (reopening plans); how education institutions will ensure the safety and health of learners, educators, and families (safe operations); and how education institutions will monitor symptoms or signs of infection, make decisions about future closures, and transition between remote and in-person learning depending on the local risk factors (response plans).

**ACTIONS WITH MOEs, MOHEs, AND EDUCATION PLANNERS**

- **Involve learners, educators, parents, and communities in decision-making.**

  In order to address the specific needs of all learners, education authorities should involve learners, teachers, parents, community members, and self-advocacy groups in reopening planning. This may include setting up a steering committee, conducting rapid surveys, or holding listening sessions to identify their needs and priorities. This can inform country-level decisions about when to reopen, or validate decisions that are already being made. It can also serve as a useful mechanism to establish trust and open communications with communities, as well as learn what information needs to be communicated, and how best to communicate that information.

- **Develop an education reopening plan, including safe operations guidance.**

  Education authorities must work closely with public health officials to develop a scenario-based education reopening plans, including projected dates, guidance on safe operations to mitigate infectious disease transmission, and planned instructional adaptations. Dialogue between education and health officials seeks to ensure local health and safety measures take into consideration the social and education impacts of those measures, and vice versa. To analyze the various risks associated with school reopening, use the Alliance for Child Protection and Inter-Agency Network for Education in Emergencies (INEE) *Weighing up the Risks: School Closure and Opening under COVID-19*.

  Current evidence on transmission of COVID-19 emphasizes that safe operations of schools requires four components: 1) physical distancing; 2) hand hygiene (e.g., hand washing); 3) respiratory hygiene (e.g., wearing masks or face coverings and effective ventilation of spaces); and 4) cleaning and disinfection. Plans for safe operations when education institutions reopen should be multi-layered, including addressing individual behaviors that learners and educators must adhere to in order to protect themselves and others, institutional policies and practices to keep people safe and healthy, and physical structures that must be adapted.
• **Develop an outbreak response plan at the school-level.**

To keep learners, educators, and families safe when education institutions reopen for in-person instruction, schools need to develop and follow outbreak response plans. An outbreak response plan describes what to do if staff or learners are sick or possibly sick. It should encompass clear instructions for how to isolate and transport learners or staff who show symptoms of infectious illness in the education environment, as well as how to advise staff, families, and learners who may identify symptoms while at home or in the community. The outbreak response plan should be sensitive to the potential of stigmatization of learners or educators. Outbreak response plans also provide clear instructions on how to clean and disinfect the learning environment and how to notify local health officials, in alignment with local public health policy and respecting the confidentiality and privacy of individuals. It is important that response plans include considerations for learners and staff with disabilities and other vulnerable groups.

• **Communicate clearly and consistently.**

Learners, educators, parents, and communities need to know when and how education institutions will reopen, how decisions will be made, and how processes will be communicated. When communicating about reopening education institutions, education leaders and local education officials will need to design communication strategies using a variety of media (e.g., radio, print, and visual campaigns in the local language) and reinforce planning principles of flexibility and adaptability by reminding stakeholders that the academic calendar may change as conditions improve or decline. Early engagement with learners, educators, parents, and communities will help to develop and roll out communications strategies.

• **Monitor the situation regularly.**

Education planners should work with their monitoring units to identify proxy indicators to be collected at the school or community level that will indicate whether the school reopening plan is achieving both access and learning outcomes, as well as maintaining the health and safety of learners and educators. This will allow education institutions, districts, and national leaders to adapt reopening plans to respond to contextual changes.

**PRIORITY 3: ADAPT INSTRUCTIONAL TIME, CURRICULA, AND LEARNING SUPPORTS**

Once reopening dates are identified, and health and safety measures are ensured, education planners will need to adapt instructional time (calendar and schedule), curricula, and learning supports to meet the objectives of these interventions. Many countries will implement national catch-up programs to help learners recover lost instructional time, cover essential content, and get back on track. Likewise, catch-up programs are short-term transitional education programmes for children and youth who had been actively attending school prior to an educational disruption which provides learners with the opportunity to learn content missed because of the disruption and supports their re-entry to the formal system. (Accelerated Education Working Group. (2017). Guide to the Accelerated Education Principles.) Getting “back on track” and “catching up” refer to helping learners to return to the place in the curriculum they would have been at if the crisis had not closed education institutions. This can be accomplished in many ways, including extending instructional time, condensing a curriculum by prioritizing learning outcomes, and leveraging distance learning. In many contexts, learners had below-grade-level knowledge and skills prior to the pandemic. Ideally, catching up and getting back on track includes differentiation and remediation to ensure struggling learners acquire on-grade-level competencies.

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up programs may be implemented in non-formal education for those learners who are outside of the formal education system. Over-age learners who drop out may prefer an accelerated education program to help them complete their education, or they may shift to technical and vocational training to develop skills for livelihoods. All of these interventions may be supplemented by remedial support for struggling learners.

**ACTIONS WITH MOEs, MOHEs, AND EDUCATION PLANNERS**

- **Understand the range of options for helping learners catch up.**

  Interventions to help learners catch-up take into consideration the duration of closures and learners’ academic and psychosocial needs. When schools are closed for a couple of weeks, “catching up” may simply mean adding instructional time by beginning the next semester early or extending the school day or week. When education institutions are closed longer, “catching up” may require accelerating the curriculum by prioritizing learning outcomes. The Accelerated Education Working Group’s (AEWG) COVID-19: Pathways for the Return to Learning Brief and Decision Tree may help education planners identify the appropriate response(s) for learners in their context.

- **Revise the academic calendar and schedule.**

  To help children and youth return to learning while respecting physical distancing policies, it may be necessary to adjust or reduce the time children and youth spend in a physical classroom. Adapted calendars should address four learning aims: recovering learning loss, catching up on missed instruction, condensing curricula to get back on track, and getting to the “new normal.” These four aims are not linear—they should be integrated across the revised academic year and throughout the curriculum.

  Concurrently, academic planners may need to adapt the daily and weekly schedule. This is especially true when physical distancing protocols require that class sizes be reduced and classes be split up. For example, in some contexts, half the class may attend in-person classes every other week and learn at a distance during their “off” week. In other contexts, double shifting may be used. On a weekly basis, additional instructional time may be added.

- **Adapt (or condense) the curriculum and teaching and learning materials.**

  Most learners will experience learning loss or will not learn new content as a result of school closures, even if they have received quality distance learning. Returning to learning will require rapid, usable, and learner-friendly assessments, and potentially a condensed curriculum and teaching materials, so educators can teach to the right level and help learners catch up.

  Curriculum units should prioritize adapting and/or making available existing local catch-up program assessments, curricula, educator guides, learning materials, exams, and training resources for immediate use. Priority should be given to resources that are the most inclusive, accessible, and conflict-sensitive. Where resources exist, but are not inclusive and conflict-sensitive, curriculum units should be encouraged to revise them or develop new materials to avoid exacerbating underlying conflict drivers.
Condensing a curriculum usually involves prioritizing essential learning outcomes (e.g., for the primary level, this will include reading, writing, math, and life skills); integrating related content and ensuring content is mutually reinforcing; and reducing repetition. Condensing a curriculum will include revising learning outcomes, revising sequencing, adapting content, and updating lesson plans. Since condensed curricula are based on the full curriculum, learning materials and assessments may still be used if adapted.  

- **Identify learners’ social-emotional, protection, and academic needs.**

When returning to learning, most learners will need psycho-social support (PSS) and social-emotional learning (SEL) services and opportunities. Some PSS services should be overseen or implemented by trained mental health providers, as they address clinical mental health conditions. Other services, such as SEL, can be provided at the classroom level by educators. SEL activities, such as practicing mindfulness to build self-awareness and self-regulation, benefit all learners both with and without mental health conditions and can be integrated into academic and non-academic content, or provided in short, discrete SEL opportunities. Prior to returning to education, educators may need to be trained to incorporate SEL into daily instruction and classroom routines as a way to transition back to more structured, academic learning for all ages and levels of education.

Educators and education leaders will also need to ensure learners’ protection needs are met. This may include (re)establishing and scaling up nutrition, water, sanitation, and hygiene (WASH), and health services (e.g., school feeding, vaccinations, menstrual hygiene management); services for learners with disabilities (e.g., personal care assistants, sign language mentors and interpreters, occupational therapists); and professional care referral and reporting mechanisms for abuse, gender-based violence, and mental health conditions. Education planners should engage communities to identify learners’ social-emotional, protection, and academic needs, and to plan how to (re)establish, scale up, or implement support to holistically address learners’ needs.

- **Consider where distance learning should continue.**

During school closures, many countries implemented or scaled up distance learning (e.g., interactive audio instruction, television programs, online modules, no-tech work packets). To complement the return to learning and remediation efforts, education authorities may need to plan for, fund, and build capacity to sustain distance learning. Some countries may implement blended (in-person and distance) learning, especially where part-time or alternating schedules are implemented in alignment with social distancing measures.

- **Mobilize financial and human resources for planning for catch-up programming.**

Revising curricula, teaching and learning materials, and teacher professional development manuals, as well as conducting teacher training, are resource intensive. Education authorities must allocate appropriate time, human, and financial resources to effectively implement catch-up programs.

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PRIORITY 4: MODIFY EXAMS AND LEARNER PROMOTION PRACTICES

During crises, many learners struggle with uncertainty and anxiety about exams, and educators, administrators, and education authorities are challenged to make difficult decisions on how to grade, promote, or permit enrollment of learners. To prepare for the return to learning after a crisis, education leaders must decide if and how to hold end-of-year, end-of-level, certification, and entrance examinations, as well as how to promote learners.

ACTIONS WITH MOEs, MOHEs, AND EDUCATION PLANNERS

- **Identify how exams have been affected by the crisis.**

  Depending on when a crisis hits in the academic calendar, learners may be months or only weeks away from sitting for exams. Some of those exams are used for promotion to the next grade, to the next education level, or for entrance into higher education. Some countries may cancel end-of-year exams, and others may opt to use exams for formative purposes only (i.e., understanding learners’ progress). In some cases, prior term classroom-based assessments can be used to determine learner promotion. Some countries may decide that all learners will be automatically promoted to the next grade or level. Education authorities will need to communicate with local education officials to understand how exams were affected for different learners in different regions.

- **Identify which exams are a priority.**

  Some exams will continue to be required, but other exams may be eliminated or used for formative purposes only. National and district education leaders should engage educators to explore if/how exams can be modified to test only what has been taught. Policymakers will need to revise policy to reflect examination approaches, including promotion. Adaptations to exam practices should continue to be valid, reliable, and equitable, and adhere to health and safety protocols.

- **Develop a learner promotion strategy.**

  Learner promotion plans will have implications on what remediation and testing will be needed when education reopens. In some cases, prior term teacher-run exams may be used to determine learner promotion. Some countries have pre-existing policies on automatic promotion at certain grades/levels of education or have announced that all learners will be automatically promoted to the next level. Demographic pressures, availability of pre-primary education, and parent/community preferences may influence learner promotion strategies. Education authorities must work with other stakeholders to make decisions about how learners will progress from one grade to the next, as well as how learners will receive certifications and promotion to the next level.

- **Communicate with learners, families, and educators.**

  Learners, families, and educators will need to know when and how exams will be administered, how the results will be used (e.g., for certification, promotion, or formative purposes only), and what will be covered. Education authorities must clearly communicate new procedures for taking exams, especially those designed to adhere to health and safety measures.
• **Ensure that monitoring systems to track access to exams and pass rates are in place.**

National, local, and institution-level education leaders may need to improve systems for tracking exams. Measuring who sits and passes exams will be an important way to better understand the effect of a crisis on the education system, as well as ensure equitable access to and completion of education in line with country priorities. Monitoring systems can also help ensure non-formal education is recognized and learning is certified.

• **Mobilize resources needed to implement adapted exams.**

Due to physical distancing measures, additional infrastructure, human, and financial resources may be needed to effectively administer exams. As a result of the interrupted academic calendar, standardized examinations may need to be revised to test only what was taught. National and local education authorities will need to revisit budget and human resource allocations to ensure the new exam strategy is feasible. Where examination fees are collected, education authorities may consider waiving examination fees for all learners, or at least for the most marginalized.

**PRIORITY 5: RE-ENGAGE EDUCATORS AND PREPARE THE LEARNING SPACE**

When education institutions close due to a crisis, educators and other personnel, as well as education institutions, are affected. Educators and personnel need to be mobilized, and schools, non-formal learning centers, training and vocational institutes, and higher education institutions will need to be prepared to welcome learners back safely.

**ACTIONS WITH MOEs, MOHEs, AND EDUCATION PLANNERS**

• **Revisit workforce needs.**

While education institutions were closed due to a crisis, many educators are out of work. Some educators may have taken other jobs or may no longer be a part of the workforce. Others may be afraid to return to work. Cancellation of educator licensing exams during COVID-19 may also exacerbate the workforce gap. As a result, MOE/MOHEs will need to re-engage the education workforce. This may mean remobilizing existing educators, recruiting and training new educators, or deploying educators to areas hard hit by the crisis. To do this, it may be worth exploring rapid or emergency certification processes. Meeting workforce needs will require close collaboration with teachers’ and faculty organizations and unions.

• **Address educator capacity development needs.**

Trainers will need to provide educators with continuous professional development and psychosocial support to adapt to teaching after the crisis. Educators will need training and support to: 1) re-engage learners and identify those at risk of dropping out; 2) assess learning loss and plan for remediation; 3) implement a catch-up curriculum; 4) meet learners’ social-emotional and protection needs; and 5) talk with learners about COVID-19 in age-appropriate ways.

In addition, trainers should help educators learn how to implement crisis-specific health and safety measures. In the COVID-19 pandemic, education must learn how to prevent the spread of the virus.
in the learning environment and promote hygiene, adhering to local guidance and consistent with public health messaging.

Moreover, educators themselves may require psychosocial support to process the hardships of the crisis and supporting learners who are struggling academically and emotionally.

• **Develop or revise policy to meet education workforce needs.**

Re-engaging the educator workforce may also include reviewing and revising educator policies. Some education policies restrict who can teach and who can become a certified educator (e.g., excluding refugees), while others require strict ratios of certified and non-certified teachers in learning spaces. Policies that deploy teachers to schools outside of their community or region may also need to be revised so as to limit community spread of the disease, or teacher housing may need to be provided in order to limit teacher travel between communities and inter-communal disease spread. Policy changes that allow refugee educators to teach, that accelerate teaching credentials from higher education institutions, or that waive mandatory retirement may be critical to address workforce needs.

• **Assess the need for repairs and creation of new learning spaces, additional furniture and materials, disinfection of learning spaces, and signage and floor markings.**

To mitigate infection and disease transmission in and around learning environments, education planners will need to assess the capacity of all schools to implement health and safety measures. Where gaps exist, facility construction or maintenance may be required. This may include investments in hygiene facilities (e.g., handwashing stations, water supply), and supplies (e.g., thermometers, soap, and non-medical personal protective equipment). Learning spaces are likely to need additional cleaning before they reopen, especially if used for quarantine or as treatment units. Learning spaces may also need to incorporate signs and floor markings to indicate where individuals must sit or stand, which direction to walk, and how to adhere to safety precautions.

Different learning institutions may require different health and safety measures. For example, higher education institution labs used for testing may require additional sanitation procedures. Health and safety considerations to mitigate the spread of COVID-19 in education institutions is provided by the Centers for Disease Control and Prevention’s [Operational Considerations for Schools](https://www.cdc.gov/coronavirus/2019-ncov/operational-considerations-for-schools.html). When learning spaces are adapted, local education authorities are encouraged to adhere to [humanitarian inclusion standards for people with disabilities](https://www.inter-agency-meeting.org/assets/Guidelines_Inclusion_of_Persons_with_Disabilities_in_Humanitarian_Action.pdf).

Adaptations to learning spaces must be layered with comprehensive behavior change efforts and administrative policies and processes to keep people safe in and around learning education institutions. It is particularly important for children and young adults that explicit instruction in healthy hygiene and safety behaviors is reinforced with practice and modeling by adult staff. Education authorities, education personnel, and educators must communicate early, often, and consistently about the health and safety measures required of learners, parents, and community members in the learning environment.

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• **Mobilize financial resources to fill gaps.**

Additional funding may be needed to implement the above action items: re-engaging the educator workforce and preparing education infrastructure. In order to build a more resilient education system, education authorities should develop a short-term plan to address immediate needs, as well as a longer-term plan to prepare for a future health crisis.

**CONCLUSION**

For many countries, districts, and education institutions, addressing the above priority areas is an opportunity to plan for prevention, response, recovery, and resilience in the face of future crises. In planning for reopening, education actors will reflect on what would have helped to mitigate the impact of this crisis on learners, educators, and educational infrastructure. They will also identify what was needed to respond to the crisis, for example, by conducting an after-action review to determine what actions were effective or not. Therefore, countries, districts, and education institutions will be well placed to develop or update comprehensive crisis preparedness and response plans to prevent and mitigate the impact of future crisis situations. The preparation that goes into crisis response and recovery ultimately will allow countries to learn from a time of adversity and build more resilient education systems.

**ACKNOWLEDGEMENTS**

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**SUGGESTED CITATION**

## ANNEX 1: CHECKLIST: RETURN TO LEARNING DURING COVID-19

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