Lessons for life



Building a culture of safety and resilience to disasters through schools

A briefing paper



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Acknowledgement

This ActionAid briefing paper draws from a review of the role of education and knowledge in disaster risk reduction, "Let our children teach us!", prepared by Ben Wisner (2006). The review was commissioned by ActionAid on behalf of the International Strategy for Disaster Reduction (ISDR) system Thematic Cluster/Platform on Knowledge and Education. Readers of this briefing paper are encouraged to download a copy of the full review at:

http://www.unisdr.org./eng/task%20force/working%20groups/knowledge-education/docs/Let-our-Children-Teach-Us.pdf

Executive summary

t the World Conference on Disaster Reduction in Kobe, 2005,168 governments pledged to reduce the impact of disasters on their citizens. The key document that came out of the Kobe agreement is the Hyogo Framework for Action 2005-2015. A core part of this framework is the 'use of knowledge and education systems to build a culture of safety and resilience at all levels'. This is the context for this paper, in which ActionAid sets out evidence that proves governments cannot ignore the opportunity that schools and education offer in reducing the risk of hazards and disasters. The paper then sets out practical recommendations to help governments meet their commitment. These recommendations will facilitate government dialogue with citizens and guide the creation or integration of national policy on disaster risk reduction.

Our practical recommendations are:

- 1. Integrate teaching on local risk and hazards into the curriculum
 - Set targets on teaching on disaster risk, defining ages to be taught, time dedicated etc. Ensure targets are transparent and monitored by citizens.

- Incorporate teaching on local hazards into existing subjects such as earth science or geography. Community vulnerability assessment tools can be used to develop teaching methods.
- Provide adequate teacher training.
- Involve teachers' unions to ensure widespread understanding and commitment from teachers.

2. Increase the physical safety and resilience of school buildings

- Ensure all new school buildings adhere to building codes that incorporate disaster resilience (design, location, construction materials and methods, inspection, monitoring and maintenance).
- Conduct a safety review of existing school infrastructure in the context of local hazards.
- On the back of a safety review, set timebound, transparent targets for the repair, refitting and rebuilding of schools.
- Develop a legal and institutional framework for systematically implementing, monitoring and evaluating school protection, involving stakeholders from all levels.



School children, India (Photo credit: ActionAid)

1. Introduction

n 8 October 2005, 17,000 children died when 6,700 schools collapsed during morning classes in the earthquake that devastated the northern mountain regions of Pakistan and India. Nine months prior to this, a young girl from England, Tilly Smith, became a media star after she saved herself and scores of others because she recalled a geography class in which she learned the warning signs of a tsunami. Tens of thousands of others did not have the benefit of that geography lesson. In the Philippines in February 2006, the location of a primary school on earth reportedly left unstable by illegal logging and mining activities led to 250 children and teachers being buried alive in a landslide that covered their school.

Where you build a school, how you build it, manage it and what you teach – or don't teach – in the classroom about local hazards is, put simply, a matter of life and death. Yet countries like Bangladesh have shown that schools can, and should, act as safety focal points for whole communities. There, schools disseminate cyclone and flood preparedness information and provide refuge during annual floods and storms, reducing the number of disaster-related deaths.

Placing schools in the vanguard of initiatives to achieve greater resilience to disasters is one of the best ways in which governments can protect communities. This is because schools can bridge the gap between scientific knowledge and practical local action by transmitting messages, setting standards and physically protecting the community from disasters.

In this paper, ActionAid sets out its practical recommendations for governments. If implemented, these recommendations will help create a future where school pupils such as those who died in the 2005 earthquake in Pakistan and India would have had more chance of survival in schools built to withstand hazards; where children who understand the warning signs of a tsunami are not the exception; and where local authorities would have intervened before the school in the Philippines was built on unstable ground.

And not only that. ActionAid sees a future where good practice in countries such as Bangladesh is replicated around the world. This is not just a wish list. This is a practical way forward for national governments to play their part in the global commitment to reducing the impact of disasters. In January 2005, 168 countries¹ signed an agreement at the World Conference on Disaster Reduction (WCDR) in Kobe - the Hyogo Framework for Action – to 'build the resilience of nations and communities to disasters'. Our agenda for change leaves no excuse for inaction on this commitment.

^{1.} For details of signatory countries, visit http://www.unisdr.org/eng/country-inform/introduction.htm

The Hyogo Framework for action 2005–2015

This framework is the first global recognition that disaster risk reduction is an integral part of development – not just a specialists' side issue. It asserts the fact that development cannot be sustainable without dealing head-on with the risk of disasters.

The framework drawn up sets out five priorities for action:

- 1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.
- 2. Identify, assess and monitor disaster risks and enhance early warning.
- 3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
- 4. Reduce underlying risk factors.
- 5. Strengthen disaster preparedness for effective response at all levels.

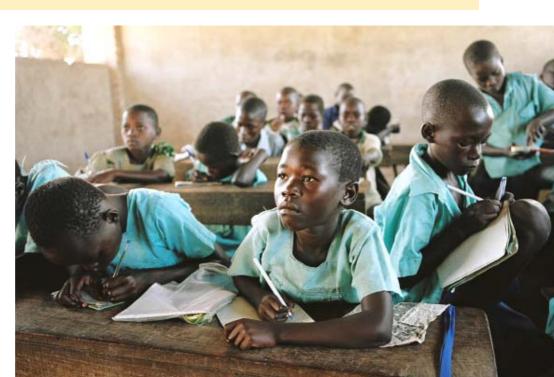
To meet the goal of achieving:

"the substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries".

Priority for action 3:

Use knowledge, innovation and education to build a culture of safety and resilience at all levels, incorporating:

- Information sharing and cooperation.
- Networks and dialogue across disciplines and regions.
- Use of standard disaster risk reduction terminology.
- Inclusion of disaster risk reduction into formal (school curricula) and informal education.
- Training and learning on disaster risk reduction in communities, local authorities, targeted sectors, with equal access for all.
- Research capacity.
- Public awareness and media.



Primary school, Uganda (Photo credit: Gideon Mendel/ Corbis/ActionAid)

2. Achieving 'a culture of safety and resilience'

n behalf of a global platform, ActionAid commissioned a review² of experience in the field of disaster risk reduction through education and knowledge. This paper sets out the evidence from this review, and from our experience on the ground. It also suggests practical actions that national governments can take to integrate national policy on disaster risk reduction. In working to this agenda, governments will be able to integrate disaster risk reduction into existing commitments – most notably the Millennium Development Goals (MDGs) and the Education For All (EFA) initiatives.



2.1 Incorporating risk and hazards in the national curriculum

The curriculum must incorporate teaching on local hazards and reducing risk. Teaching in the classroom about hazards in the local environment is a cost-effective and concrete step governments can facilitate that will have long-term and far-reaching impacts. Even in the poorest countries, there can be few other public institutions with greater outreach and potential to educate whole communities than the school. What other institution can be surer of reaching every new generation, building on knowledge year after year?

When considering the practicalities of teaching about local hazards, we are not starting from scratch. Many countries already benefit from a wide variety of methods for teaching about natural hazards, disaster preparedness and prevention. However, at the time of the Kobe WCDR, around 60% of countries responding to a UN information survey did not have any kind of disaster-related teaching in their curriculum. No wonder 11-year-old Tilly was one of very few to recognise the warning signs of a tsunami in Thailand.

Collapsed public infrastructure (Photo credit: Roger Yates)

^{2.} Wisner, Ben (2006) "Let Our Children Teach Us! A Review of Education and Knowledge in Disaster Risk Reduction", commissioned by ActionAid on behalf of the ISDR system Thematic Cluster/Platform on Knowledge and Education.

Good practice: Cuba

Despite the deterioration of teaching conditions, Cuba has a strong history of reducing risk. In many ways it is exemplary in the way it has used the education system to reduce the impact of disasters – in this case hurricanes – on whole populations. The national curriculum covers disaster preparedness and response to hurricanes, the most significant local natural hazard. The Cuban Red Cross produces teaching materials, and the safety messages that children get in school are reinforced by what parents hear in training courses and drills in the workplace.³ The main teaching period is May, before the beginning of the storm season.

During a hurricane, national media plays a key role in publicising the potential threat, working closely with a world-class meteorological institute. Cubans call this the 'informational phase'. Local authorities and neighbourhood committees then check on the most vulnerable areas and evacuate accordingly. Schools and other public buildings are designated shelters and are provided with food, water, blankets and sometimes entertainment. Due to education on hurricanes, the population understand what is being told to them by the authorities and weather scientists.⁴

In Latin America, natural hazards are part of the curricula in Argentina, Cuba Ecuador, Nicaragua, Peru, Venezuela, El Salvador and Panama, using diverse methods such as child-to-child teaching, work camps, risk mapping and work camps. In Asia, big steps have been made in India where disaster management is part of the year eight and nine curriculum and over one thousand teachers have been trained in the use of this new curriculum. In China, a text book on natural hazards, including a detailed focus on China, "is on every middle-school student's desk".⁵ In South Africa, there is no explicit reference to teaching on disasters or hazards in the curriculum, but individual states have launched initiatives such as a local interpretation of the ISDR/UNICEF board game "Riskland".6

The methodology and quality of teaching about local risks and hazards vary greatly from country to

country. However, foundations exist for sharing teaching practice and adapting curricula so that schools become a conduit for knowledge, linking the teaching of natural sciences with practical action.

Governments must:

- Set targets on teaching on disaster risk, defining ages to be taught, time dedicated etc. Ensure targets are transparent and monitored by citizens.
- Incorporate teaching on local hazards into existing subjects such as earth science or geography. Community vulnerability assessment tools can be used to develop teaching methods.
- Provide adequate teacher training.
- Involve teachers' unions to ensure widespread understanding and commitment from teachers.

^{3.} Wisner, 2006, p.13.

^{4.} IFRC, World Disasters Report, 2005. p 38-42.

^{5.} Quoted in Wisner, 2006, p.14.

^{6.} See Wisner (2006) for more detail and experience from other countries.

ActionAid disaster risk reduction through schools project

In Malawi, the ActionAid 'disaster risk reduction through schools' project will galvanise the central government to promote risk reduction in the school curriculum. The Malawi initiative is part of a pioneering multi-country project in which 15,000 children (and their parents) in 56 schools in high-risk areas will take part. This is a five-year project funded by DFID spanning seven countries (Malawi, Ghana, Kenya, Haiti, Nepal, Bangladesh and India).

The purpose of the project is to demonstrate how schools can be made safer so they can act as centres of awareness and action on local hazards and risk reduction. While reducing the vulnerability of the targeted communities themselves, the experience gained on the project will also be used to help institutionalise disaster risk reduction in the education systems of participating countries so success can be replicated in other schools and other countries. This project is ActionAid's key initial contribution within the Hyogo Framework.

2.2 Increase the physical safety and resilience of schools

It is the responsibility of governments to ensure buildings used by the public do not pose an undue threat to the people who must use them. It is the right of every child to be safe in school, as it is for every person to be safe in a public building. This is not a question of cost analysis: safe schools should be a given.

ActionAid has repeatedly seen proof that a resilient school is fundamental to the quick recovery of a community, and is central to coping mechanisms in adverse situations. A functioning school has a powerful normalising effect both on children and the wider community.

In response to the Asian tsunami, ActionAid spearheaded a nationwide 'back-to-school' campaign in Sri Lanka. Teachers participated in psychosocial care training sessions, lead by ActionAid staff with experience of disasters such as the Gujarat earthquake and the Orissa cyclone. The positive impact on the lives of both children and adults was documented. Central to the response in psychosocial terms was an emphasis on the return to normal daily routine. For example, rather than ActionAid staff or partners handing out new school materials directly to school-children, parents were provided the materials to give to their children. This reflected a more 'normal' school routine in the context of the traumatic upheaval of the disaster.

The physical safety of schools is high on the agenda in some countries. The Iranian parliament recently announced a new bill that will see the improvement in seismic safety (through refitting and reconstruction) of 39% of its school buildings with a budget of US\$4 billion. This was based on a countrywide review of school safety.⁷

But the startling statistics of fatalities and injuries amongst school children that emerged from the 2005 Pakistan earthquake expose the urgent need for all governments to face up to their responsibility to ensure disaster risk factors are systematically incorporated into new school building design and location, and in the refitting of existing buildings. This, as in Iran, may well require widespread reviews of school safety in the context of local hazards.

The death toll of children in schools in Pakistan is an extreme example, but other cases where poor design or location decisions killed children, including the 2006 mudslide in the Philippines, are too numerous. In Italy in 2002, 26 children were killed when a school collapsed during a moderate earthquake. In Turkey in 2003, only a moderately powerful earthquake killed 83 children in their building.

Lessons should and can be learned. History tells us that they have – albeit sporadically. In the USA, a 1908 school fire killed 172 children in Ohio when they were trapped behind exit doors that opened inward. This lead directly to the government ruling

on mandatory outward-opening doors and 'panicbar' latches on schools and all public buildings – an excellent example of how governments can take a lead in changing practice to save lives.

The MDG and other education initiatives have implications for the number of new school buildings.

No special attention is given in these initiatives to disaster preparedness. One estimate proposes that if all EFA initiatives are successful in the 20 most earthquake-prone countries, an extra 34 million children could be exposed to risk while attending school - illustration enough of the need to integrate disaster risk reduction into existing commitments.

Good practice: Nepal

A Nepalese NGO, the National Society for Earthquake Technology (NSET) has set up an innovative programme of school refitting and promotion of school building standards, proving cost and technical viability should be no obstacle for wider government programmes.

The availability of local materials dictates the construction process. Technical expertise is lacking and the use of modern construction materials is limited to urban areas. Schools and other public buildings are therefore not earthquake resistant. In this context, NSET built on the fact that school construction takes place in a traditional, informal manner and focused activities on craftsmen training, technology development and transfer, and community awareness of the risk and acceptance of the solution.

By 2003, four non-reinforced masonry schools had been refitted and sixteen new constructions were completed in the Kathmandu Valley. The project's key success has been to demonstrate that trained local masons transfer knowledge and safety messages within the surrounding community, leading to the replication of earthquake-resilient construction. An additional dimension to the project is that three masons and one engineer trained by the NSET are providing on-the-job training to Indian masons in the quake-hit state of Gujarat.⁸

Research shows that simple, inexpensive changes in building practice would save lives in disasters. But the technical know-how rarely reaches the people. We recommend that governments not only play a lead role in school building regulation and refitting, but also in disseminating public safety messages and bridging the gap between scientific knowledge and practical reality. Policy change and high-tech early warning systems at the national level is one thing; practice change and dissemination of information on the ground is the 'last mile' in disaster risk reduction.

Governments must:

 Commit to ensuring all new school buildings adhere to building codes that incorporate

- disaster resilience (design, location, construction materials and methods, inspection, monitoring and maintenance).
- Conduct a safety review of existing school infrastructure in the context of local natural hazards.
- On the back of a safety review, set time-bound, transparent targets for the repair, refit and rebuilding of schools.
- Develop a legal and institutional framework for systematically implementing, monitoring and evaluating school protection, involving stakeholders from all levels.

^{8.} From "Tremor Tolls", Nepal News, Vol 21, No 32, Jan 18–24 2002. http://www.nepalnews.com.np/contents/englishweekly/spotlight/2002/jan/jan18/national5.htm

^{9.} President Bill Clinton, UN Special Envoy for Tsunami Recovery, spoke of the 'last mile in disaster preparedness' at the Third International Early Warning Conference in Bonn, Germany, March 2006. Highlights of the speech at: http://www.alertnet.org/thefacts/reliefresources/114372361721.htm

3. What does a 'culture of safety' look like?

culture of safety is an environment where everyone is aware of their local hazards and is active in reducing the resulting risks – behavioural change must happen at all levels. Governments must demonstrate commitment and leadership in promoting a culture of safety.

Schools can play an important role in instilling values of safety in community life. Children in the classroom can act as a route for information to families at home. To build a culture of safety at the community level, governments should look to their education system to disseminate knowledge and information.

A culture of safety is only possible if the initiatives that make people safe are transparent, monitored and measurable. Governments must remain accountable to their citizens on teaching, building standards, training and every aspect of building a culture of safety and resilience.

Disaster risk assessment is not an activity that should be lead from an office. It must happen 'on location' where the risks are faced: in the community. The classroom is a prime location for community vulnerability assessment. Participatory assessment tools are now numerous, 10 and the ActionAid Participatory Vulnerability Analysis (PVA) tool is one example. 11



(Photo Credit: Chris Stowers/ Panos Pictures/ActionAid)

^{10.} The Provention Consortium has developed a community risk assessment toolkit that details the various community vulnerability assessment tools. See: http://www.proventionconsortium.org/? pageid=39.

^{11.} This tool has been developed over five years and has informed the design of many programmes. The systematic process involves communities and other stakeholders in an in-depth examination of their vulnerability, while at the same time motivating preventative action. See http://www.actionaid.org.uk/100262/participatory_vulnerability_analysis.html for more information.

Participatory vulnerability analysis (PVA)

PVA is a tool developed by ActionAid over five years that has informed the design of programmes and advocacy activities around the world. The analysis is a systematic process that involves communities and other stakeholders in an in-depth examination of their vulnerability, while at the same time motivating preventative action.

PVA after the tsunami in The Andaman and Nicobar Islands, India

- Islands susceptible to earthquakes, tsunamis and cyclones.
- ActionAid working with a government risk-reduction project to ensure community views are reflected in national plans.
- Post-tsunami housing policy has not reflected local tradition. Families have been separated in temporary settlements.
- A cadre of community volunteers was trained in PVA methodology.
- The team lived with vulnerable communities for eight days to assess vulnerability and draw up risk-reduction action plans, culminating in a village-wide meeting.
- ◆ Local hazards (weak trees next to buildings, narrow bridges) and resources (higher ground, community centres) were set out in a plan.
- Community plan clearly distinguished roles of the government versus those of the community in reducing local risk.
- 13 plans across three islands completed and shared with local administration.
- Concrete response from the authorities, based on the vulnerability assessment, has included improvement in water supply and school buildings.



Collapsed public infrastructure (Photo credit: Roger Yates)

Good practice: Bangladesh

Earthquake preparedness in Chittagong schools

As part of a national disaster preparedness programme, ActionAid selected three schools out of ten that were visited through an assessment based on factors of physical setting, teaching content and the willingness of school management. The focus was on building individual school capacity to draw up hazard maps, assess vulnerability and increase awareness and ability of students, teachers and staff to know how to react in the event of an earthquake.

Programme activities included:

- Orientation workshop with teachers and students on disaster preparedness in school and at home.
- Training in First Aid for staff and students.
- Simulation exercises, evacuation drills and shelter identification. Young community volunteers and leaders from outside the school took part.
- School safety 'champions' identified (class captains etc).
- Development of school materials to illustrate evacuation plans and map local hazards. This
 included posters, games, books. All materials are developed with the input of students, teachers
 and parents.
- All three schools developed a full safety contingency plan detailing the roles and responsibilities
 of teachers, school management committees, guardians and students.

"I knew what an earthquake was from textbooks but I had no idea what effect one could have on my school or my family. Now I know that during earthquakes we should stop all vehicles. If the earthquake hits the school during class we will take shelter under the hard bench in the corner inside the building, and when the shaking stops we will evacuate to the field calmly and with the help of class teachers. The blood groups of all of my friends and I have been checked so that in time of need, we can get blood support. My blood group is O+. We need to set up a group of students with first aid knowledge and a first aid kit box to provide first aid in emergency. We also know that we should keep any heavy items on the floor."

Khurshida Akter

Student of Class Six, Hazi Abdul Ali City Corporation High School Participant of ActionAid Bangladesh Disaster Preparedness Programme 2005

Cyclone preparedness in the coastal belt

In Patuakhali, ActionAid and local partner SAP-Bangladesh have been conducting an intensive community disaster risk reduction initiative in the coastal belt vulnerable to annual cyclones.

In eight primary schools teaching has been introduced on cyclones, what causes them, their impact on the local area and measures that can be taken to prepare for future events and mitigate damage. The programme has produced a modular teaching pack *Durjyog Shochetonotay Shishura* (*Disaster and the Child*: Understanding Cyclones) that covers:

- The science behind cyclones.
- Identifying the most vulnerable places in a community.
- Putting together and storing a contingency pack.

- Life-saving devices (for example rafts).
- How to recognise cyclone warnings.
- Health, nutrition and sanitation, including basic treatment of common diseases in post-cyclone situations.
- First aid.
- Preservation of food and water.
- What children can do to help in times of disaster.

Bangladesh is witness to some of the most widespread community-based disaster preparedness activities. ActionAid has piloted many initiatives here and the country programme is playing an important part in the multi-country 'disaster risk reduction through schools project'. Schools are regularly used as safe places during flooding or cyclones. Teachers play an important role in information dissemination within the community – largely through their young pupils. Public health campaigns have successfully used school networks to disseminate messages and prevent the spread of diseases.

Going the last mile

Bangladesh is also an illustration of where empty promises can compromise disaster risk reduction efforts. Since bold promises were made by the Ministry of Education in 1997 on the integration of disaster preparedness into the education system, ActionAid has tracked the reality on the ground:

- ◆ A decision to incorporate disaster-related teaching into the national curriculum to date, only a small section on natural disasters in Bangladesh has been incorporated in year five.
- Despite a decision to provide training on disaster preparedness to teachers and students, there
 is no programme in operation.
- It was decided that all primary school buildings in areas of high risk would be refitted or (re)built with a minimum of two storeys many still exist on one.
- School repair and reconstruction post disaster should be an immediate priority but many schools still bear the damage of the 1997 cyclone.
- Practical initiatives are yet to materialise after a 2005 decision to refit high-risk schools as flood shelters.

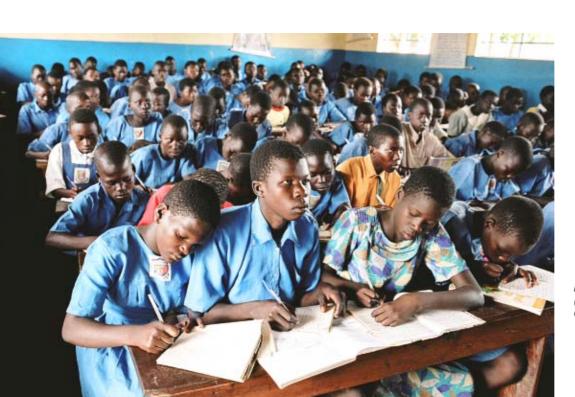
4. Challenges

he 'last mile' is tough. There are several hurdles that stand between the current situation and the finish line where schools are safe and playing a role in 'a culture of safety' in the community. A major obstacle is political will. With many competing priorities, the case for dedicating resources to disaster risk reduction must be carefully presented. Another challenge is coordination, or lack of it, between key stakeholders. Most obviously, work done at a policy level – for example the Hyogo Framework for Action – must be put into practice on the ground.

The most vulnerable communities are so often the poorest and least accessible, and most overlooked. The finish line will only have been crossed when

any disaster risk reduction strategy has reached the most vulnerable. And it is the teachers in these communities who, with their poor working conditions, low pay and lack of support, will be expected to lead any widespread programme on disaster risk reduction through schools.

A thriving culture of safety will rely not only on actions of the government. All children and communities should learn about local hazards and what to do about them, and sometimes schools will not be the most effective way of reaching the most vulnerable. Non-formal education and the role that the media has to play must be considered simultaneously.



Primary School, Uganda. (Photo credit: Gideon Mendel/ Corbis/ActionAid)

5. Conclusions and recommendations to national governments

overnments have made their commitment to the Hyogo Framework. Now it is time to put words into practice. Using our recommendations as a starting point, governments must draw up their own disaster risk reduction policy agenda and implementation strategy. A priority must be to set out transparent targets to remain accountable to citizens.

This will first mean a revision of the national curriculum at primary and secondary level. Issues of hazards and reducing risk locally must feature in the curriculum in order to reduce the vulnerability of whole communities to disasters. This is not a blank slate. Much experience of teaching practice exists around the world from which to draw, and initiatives such as the ActionAid 'disaster risk reduction through schools' project will reinforce efforts of governments.

Children have the right to be safe in school and governments are obliged to make systematic efforts to improve the safety and resilience of schools. A safe school can be a safe haven in disasters for entire communities. Building standards for school buildings – both new and existing – must be government-regulated and relevant to local hazards.

A safe school can be the vanguard in a culture of safety in a community. Governments should take responsibility for promoting a culture of safety and show leadership. Schools can act as centres for children and parents to assess their vulnerability to local hazards. As is set out in the Hyogo Framework, a culture of safety permeates all levels of society, and is reliant also on local and district government and the media.

Governments are lucky: the steps forward to integrate disaster risk reduction into existing



Collapsed public infrastructure (Photo credit: Roger Yates)

commitments are clearly marked out. The disastrous effects of earthquakes, floods and other natural phenomena will only be reduced once disaster risk reduction moves into the mainstream public agenda. Reducing risk through education and knowledge - with schools at the centre - is a

manageable, tangible way for governments to start. With this core agenda as a foundation that addresses the curriculum, building safety and a 'culture of safety', governments can now negotiate their own specific targets and objectives with their civil society.

Our practical recommendations

1. Integrate teaching on local risk and hazards in the curriculum

- Set targets on teaching on disaster risk, defining ages to be taught, time dedicated etc. Ensure targets are transparent and monitored by citizens.
- Incorporate teaching on local hazards into existing subjects such as earth science or geography. Community vulnerability assessment tools can be used to develop teaching methods.
- Provide adequate teacher training.
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- Commit to ensuring all new school buildings adhere to building codes that incorporate disaster resilience (design, location, construction materials and methods, inspection, monitoring and maintenance).
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