*Working Together for Resilience*
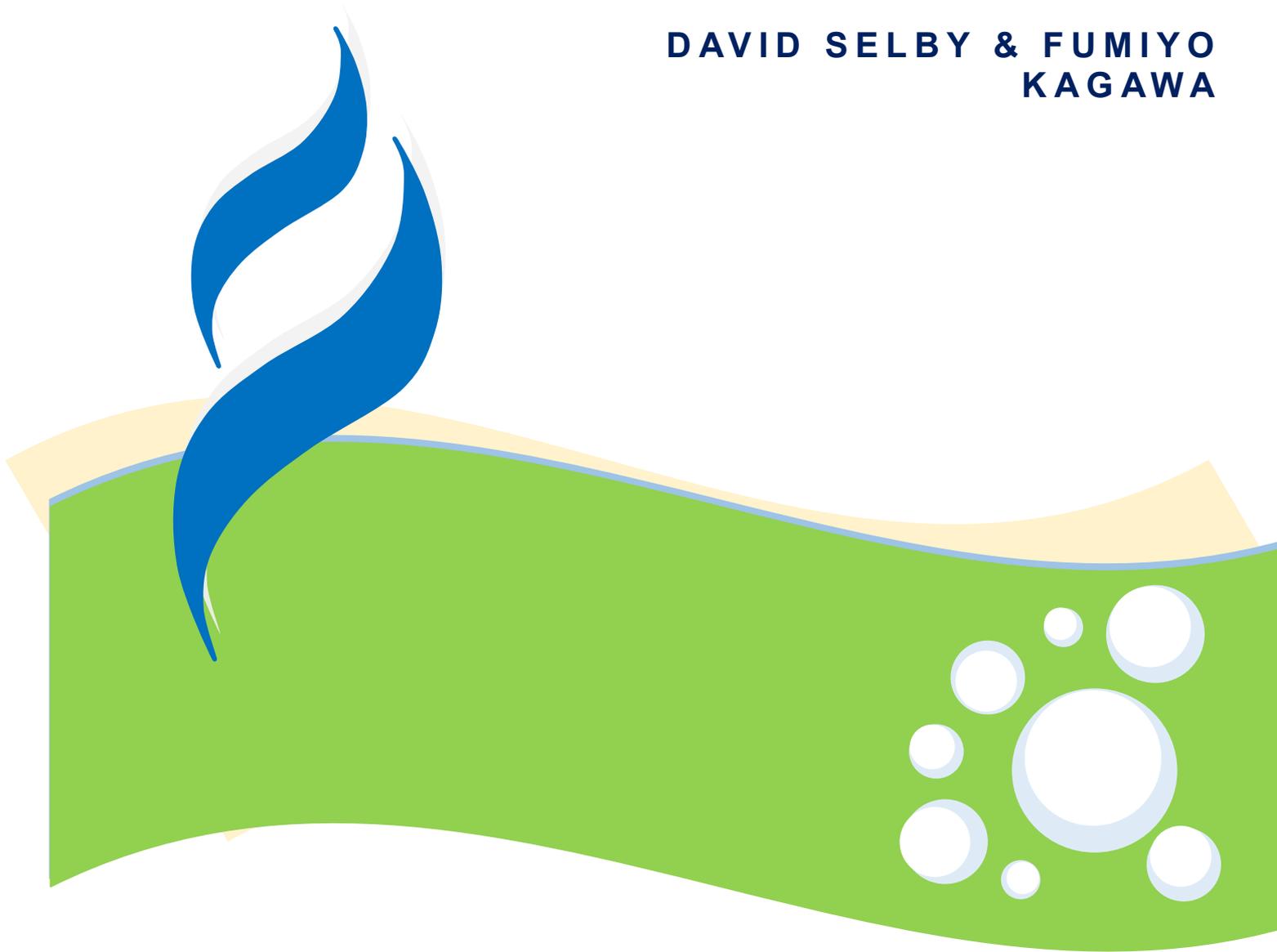
# Linkages between School-Based Disaster Risk Management and Community-Based Disaster Risk Management

# WORKING TOGETHER FOR RESILIENCE

*Linkages between School Based Disaster Risk Management and Community Based Disaster Risk Management*

**2019**

# DAVID SELBY & FUMIYO KAGAWA

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# *Foreword*

## Foreword

Pakistan has not made sufficient and timely investment in reducing the vulnerability of its population to risks and threats posed by disasters. No wonder Pakistan is ranked as one of the most vulnerable countries in the world to climate change. Climate-induced disasters including cyclones, floods, droughts, landslides, heat waves and dust storms are on the increase. This trend is expected to accelerate in the coming years and decades.

In the face of climate-induced as well as other unpredictable natural and human-induced disasters such as earthquakes and incidents caused by terrorism, Pakistan needs to strategically address disaster readiness at the community level. With almost 60 percent of the population less than 20 years old, schools need to be disaster resilient particularly since they can potentially also serve as safe havens for villages and communities in the face of

disaster risk. There is, therefore, hardly any other more important investment priority area for disaster preparedness than the schools where young boys and girls go every morning to prepare for their and their communities' future.

This study, the outcome of a collaboration between HOPE'87, Care Pakistan and Sustainability Frontiers, on linkages between **School-based Disaster Risk Management (SBDRM) and Community-based Disaster Risk Management (CBDRM)** has identified an important gap in our planning processes. It draws our attention to the fact that there are no institutional mechanisms available for disaster preparedness at the village and school levels under Pakistan's present laws. Even if this lacuna was addressed, the institutional void filled and new institutions at the village or Union Council levels created, school-based planning would still be imperative, even central, to integrated action for effective disaster risk management. This study has methodically and persuasively elaborated the linkages between SBDRM and CBDRM and has pointed out why the success of CBDRM hinges on effective SBDRM. It proposes a three-pronged strategy, with each component of the strategy serving as an irreplaceable and integrated pillar:

i) safe learning facilities,

ii) School disaster management

iii) Risk reduction and resilience education.

These three pillars can serve as the basis for the successful implementation of the provincial 'Inclusive Disaster Risk Reduction' approach as outlined in its *Road Map for Disaster Risk Management 2014-2019: Towards a Disaster Resilient Khyber Pakhtunkhwa.* If implemented at scale by the provincial government at the district, village and school-levels, it will contribute towards enhanced preparedness amongst the vulnerable population of the province. In fact,

the proposed three pillars and the explicit linkages of SBDRM and CBDRM can be taken up at the national level by the National Disaster Management Authority's National Institute of Disaster Management (NIDM) in its capacity building initiatives for uptake by other provinces. The concept has already been tested in its multiple variants by some non-profit organizations (NPOs) in the country and is being piloted by some other countries in the region. The concept in its essence is not only aligned with the National Disaster Preparedness Act of 2010, but also contextualizes the global principles as enunciated in the **Sendai Framework for Disaster Risk Reduction 2015-2030**. Consistent with the Sendai Framework to which Pakistan is a signatory, the report looks at the SBDRM/CBDRM nexus in terms of horizontal and vertical integration and mainstreaming in development planning. It lays the foundation for local level

decentralized policy planning and actions as the most practical unit of action and accountability. The report underlines the heart of the Sendai Framework in Pakistan's context: while the enabling, guiding and coordinating role of national institutions such as NDMA remains essential, it is necessary to empower local authorities and local communities to reduce disaster risk, including through budgetary allocations, incentives and decision-making responsibilities. On-the-ground testing and implantation can only help Pakistan move towards the implementation of its policy documents such as *Vision 2025*, but also facilitate our meeting the challenge of Sustainable Development Goal (SDG) implementation and the ambitions of the 2015 Paris Agreement on climate change.

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Pakistan

# Chapter 01

## Introduction and Context

This study is a principal output of a 2015-16 consultancy undertaken by the authors on behalf of *HOPE'87 Pakistan* Country Office and *CARE International, Pakistan* for the development of tools for effective school-based disaster risk management and funded by the European Commission of Humanitarian Aid and Civil Protection (ECHO). More specifically, it arises from an element of the consultancy concerned with conducting a study of the linkages between school-based disaster risk management (SBDRM) and community-based disaster risk management (CBDRM). The consultants were asked to first review relevant academic, professional and policy documentation on SBDRM/CBDRM linking available at provincial, national, regional and global levels. Second, they were called upon to develop models for the implementation of linking initiatives, to orchestrate, monitor and evaluate pilot implementation of the models in chosen districts and to analyze the findings.

The consultancy task was approached within the context of the commitment of Khyber Pakhtunkhwa province to an 'Inclusive Disaster Risk Reduction' approach in its **Road Map for Disaster Risk Management 2014-2019**. Sub-titled **Towards a Disaster Resilient Khyber Pakhtunkhwa,** the document, the result of wide-ranging consultation within the province, is intended to serve a principal guiding function ensuring that disaster risk management activities are 'synergized to achieve our vision of resilient communities, infrastructure and disaster resilient development'.[1] The **Road Map** lays out eight 'thematic components' (see *Box 1*).

The **Road Map** posits an integrated approach to addressing the thematic components with support and coordination flowing outwards and downwards from the Provincial Disaster Management Authority (PDMA) and initiatives connecting outwards and upwards from community (district and local) level.

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**Box 1. The Road Map for Disaster Risk Management 2014-2019:  Eight Thematic Components**

- Legislation, Policy, Institutional Mandates and Institutional Development
- Hazard, Vulnerability and Risk Assessments
- Public Awareness, Education and Training
- Community Resilience through Community Based Disaster Risk Management
- Mainstreaming Disaster Risk Reduction into Development Planning
- Early Warning System
- Preparedness and Response Planning
- Post Disaster Recovery Planning.[2]



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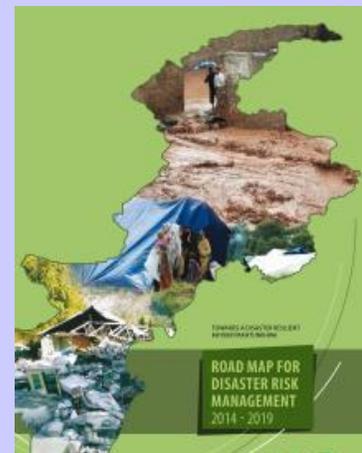
[1] Provincial Disaster Management Authority, Khyber Pakhtunkhwa. 2014. *Road Map for Disaster Risk Management 2014-2019: Towards a Disaster Resilient Khyber Pakhtunkhwa.* Peshawar: PDMA. ix, 11-12.

[2] Ibid. xii.

*Destruction caused by the 2005 earthquake*


*Aerial view of 2010 flood destruction, (KP) Province*

There is recognition in the Road Map that the Hyogo Framework for Action (HFA) 2005-2015, the UNISDR document arising from the World Conference on Disaster Risk Reduction, 2005, very much influenced the choice of the eight thematic components. For the purposes of this study it is important to note the emphasis in the Hyogo text upon integration, vertically and horizontally, of disaster risk reduction measures. Hyogo Priority for Action 1 sees disaster risk reduction as both a national and local priority with the need for cross-sector coordination at each level. There is emphasis, too, on 'recognizing the importance and specificity of local risk patterns and trends' and also upon decentralizing 'responsibilities and resources for disaster risk reduction to relevant sub-national or local authorities'.[3] Under Priority for Action 3 ('Use knowledge, innovation and education to build a culture of safety and resilience at all levels'), there is recognition of the importance of information exchange and networking including within intra-community and inter-community spheres. The importance of locally and culturally

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[3] UNISDR. 2005. *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters.* 6.

http://www.unisdr.org/files/1037_hyogoframeworkforactionenglish.pdf

appropriate indigenous knowledge is also underlined. Under 'education and training', importance is placed on including disaster risk reduction in both formal and informal school curricula and also upon implementing local risk assessment programs using the platform of schools and universities. There is likewise emphasis on 'community-based training initiatives to enhance capacities to mitigate and cope with disasters'.[4]

The successor document to HFA, *the Sendai Framework for Disaster Risk Reduction 2015-2030,* includes, inter alia, the following guiding principle:

> While the enabling, guiding and coordinating role of national and federal State Governments remains essential, it is necessary to empower local authorities and local communities to reduce disaster risk,

including through resources, incentives and decision-making responsibilities, as appropriate.[5]

Dispersed throughout the document is an insistence upon both school age and community education and awareness raising for more effective disaster risk reduction.

*Sendai Priority for Action 1 ('Understanding disaster risk')* in particular emphasizes learning in its call for the incorporation of 'disaster risk knowledge, including disaster prevention, mitigation, preparedness, response, recovery and rehabilitation, in formal and non-formal education' and for 'national strategies to strengthen public education awareness through campaigns, social media and community mobilization'.[6]

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[4] Ibid. 9-10.
[5] UNISDR. 2015. *Sendai Framework for Disaster Risk Reduction 2015-2030*. 13.

http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf
[6] Ibid. 15.

The complementary learning and action challenges facing both schools and communities, as they set about building structural, non-structural and functional disaster resilience, are thereby both explicitly and implicitly acknowledged in the **Sendai Framework.**



*A young girl amongst the rubble of her destroyed house and a young student behind the collapsed wall of his school, both destroyed by the 2010 floods in KP*

# Chapter 02

## Community-Based Disaster Risk Management – An Overview

### 2.1 Rationale for Locating Disaster Risk Management in Communities

When a hazard or disaster strikes, communities are on the frontline. As the International Federation of Red Cross and Red Crescent Societies (IFRC) puts it: 'in the aftermath of a disaster, the first response always comes from the community itself'.[7] Communities suffer immediately and the soonest disaster response must inevitably come from within a local infrastructure. For this reason earlier centralized and top downwards approaches to disaster management, linear in their operation and frequently delayed in their crisis execution, have given way to the idea of near-at-hand and context-aware first responsiveness. According to IFRC: 'in many cases top down approaches may fail to address the specific local needs of vulnerable communities, ignore the potential of

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[7] International Federation of Red Cross and Red Crescent Societies. 2009. *Community-based Disaster Risk Reduction for Field Practitioners*.1.

http://www.preventionweb.net/files/25922_13272curriculumcbdrr1.pdf

local resources and capacities and may in some cases even increase people's vulnerability.[8] Or, in the words of Rajib Shaw, 'Most disaster management systems are designed using command and control management structures, top-down and with logistics-centered responses.' Such an approach 'can be highly bureaucratic and frequently operates under explicit or implicit political constraints that impinge on the effective delivery of emergency services'. It can result in 'lack of participation that results in failure in meeting appropriate and vital humanitarian needs', an 'unnecessary increase in requirement of external resources', and 'general dissatisfaction with performance'.[9] As Action Aid summarizes: 'It is now universally recognized that disaster responses must be non-linear, accounting for the complex nature

of disasters' to the point that top-down paternalistic approaches are redundant'.[10]

At-risk communities possess a number of vitally important assets for coping with hazards and disasters. They are uniquely placed to build and keep both alive and current a collective understanding of local disaster and hazard history. They have an appreciation of specific local disaster risks, of local disaster risk reduction capacity, and of assets available in the community such as indigenous knowledge, knowledge of disaster warning signs and signals and knowledge of safe locations. They have a good understanding of local realities. They are best positioned to know the different levels of vulnerability of different social groups in the community and the reasons and drivers lying behind those different levels. They are likely to be most aware of power relations in

[8] Ibid.
[9] Shaw, R. 2012. 'Overview of community-based disaster risk reduction' in Shaw, R. (ed.). *Community-based Disaster Risk Reduction.* Bingley: Emerald. 3-18.

[10] Action Aid. 2011. *Disaster Risk Reduction through Schools: Final Report, October 2005-December 2010*. 10. http://www.actionaid.org/sites/files/actionaid/drrs_final_report_to_dfid.pdf

the area that may influence disaster coping capacity. They have the greatest stake in ensuring their own wellbeing and survival and hence every reason to be concerned with the development and protection of their community. All this potential, however, is contingent upon conditions being created enabling high levels of community participation in and ownership of local disaster management processes. Community members need to be involved in identification and resolution of disaster vulnerability issues, in participatory risk assessment processes conducted in local languages, in inclusive resilience building local action, and in ongoing processes of risk and capacity monitoring and re-assessment. The key is to create and foster a flourishing culture of community empowerment.[11]

A further reason for prioritizing community-based disaster risk management is that experience has shown that top downwards and externally imposed disaster risk management initiatives tend to prove unsustainable when attention moves elsewhere unless they have become anchored in the community. 'To minimize the damages caused by disasters,' write Bishnu Pandey and Kenji Okazaki, 'various efforts have been taken by government (and) international communities including donor agencies. However, in spite of participation of these sectors during the project period, it has been observed that many of the disaster management programmes have failed to be sustainable at local level after the completion of the project. A critical element of sustainable disaster management is communities' participation in these activities. There needs to

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[11] Asian Disaster Preparedness Centre. 2006. *Community-based Disaster Risk Management for Local Authorities: Participant's Workbook.* Bangkok: ADPC. 17; International Federation of Red Cross and Red Crescent Societies. 2009. *Community-based*

*Disaster Risk Reduction for Field Practitioners.*1. http://www.preventionweb.net/files/25922_13272curriculumcbdrr 1.pdf

be an opportunity where people can be involved from the initial programming stage of disaster management activities'.[12] The Asian Disaster Preparedness Centre likewise points to a history of discontinuance of disaster risk management projects once external support is ended. 'There can be many reasons behind this lack of sustainability, some of which may be the lack of partnership, participation, empowerment and ownership of local communities'.[13]

## 2.2 Key Features of Community-based Disaster Risk Management

'Community' has been defined in general terms as a group of people 'who engage in a particular purpose, task or function together, or who have some form of identity in common, though not necessarily associated with the same locality'.[14] More specifically in terms of disaster risk reduction, 'community' has been defined spatially as, for instance, by Lorna Victoria: 'A group of individuals and households living in the same location and having the same hazard exposure, who can share the same objectives and goals in disaster risk reduction'.[15] Unpacking the spatial depiction of community employed in disaster risk reduction, i.e. as 'groups of people living in the same area or close to the same risks', John Twigg points to other significant dimensions of community concerned with 'common interests, values, activities and structures'. He writes:

> Communities are complex and often not united. There will be differences in wealth, social status and labour activity between

[12] Pandey, B & Okazaki, K. Undated. *Community Based Disaster Management: Empowering Communities to Cope with Disaster Risks*. United Nations Centre for Regional Development, Japan. 2. http://www.pacificdisaster.net/pdnadmin/data/original/UNCRD_2005_CBDM_empwrng_cmmntis.pdf

[13] Asian Disaster Preparedness Centre. 2006. *Community-based Disaster Risk Management for Local Authorities: Participant's Workbook.* Bangkok: ADPC. 17.

[14] Black, A. & Hughes, P. 2001. *Identification and Analysis of Indicators of Community Strength and Outcomes. Occasional Paper No.3: A Report to the Department of Family and Community Services.* 9 https://www.dss.gov.au/sites/default/files/documents/05_2012/no.3.pdf

[15] Victoria, L. P. Undated. *Community Based Approaches to Disaster Mitigation.* 271. http://www.preventionweb.net/files/602_8370.pdf

people living in the same area and there may be more serious divisions within the community. Individuals can be members of several communities at the same time, linked to each by different factors such as location, occupation, economic status, gender, religion or recreational interests. Communities are dynamic: people may join together for common goals and separate again once these have been achieved. These factors make it difficult to identify clearly the 'community' one is working with. From a hazards perspective, the spatial dimension is essential in identifying communities at risk. However, this must be linked to an understanding of the socio-economic differentiations, linkages and dynamics within the area at risk, not only to identify vulnerable groups but also to understand the diverse factors that contribute to vulnerability.

Twigg also makes the point that, however resilient a 'community' might become, all communities, to a greater or lesser extent, remain dependent for their resilience upon external capacities and service providers. In this sense the province, nation or other wider spatial unit always remains, and needs to remain, imminently present in the community.[16]

The literature reviewed makes no substantive distinction between community-based disaster management and village-based disaster management – the terms tend to be used interchangeably - but does occasionally explicitly but oftentimes implicitly recognize some subtle but nonetheless significant differences. 'Village' is used to denote a community unit that is spatially small and

[16] Twigg, J. 2009. *Characteristics of a Disaster-Resilient Community: A Guidance Note. Version* 2. Interagency Group. 9.

cohesive enough to optimize the likelihood of participation of those living within the unit. It is also used to suggest a community that is compact enough to have a specific and known disaster history upon which a localized approach to disaster risk reduction can be built. This appears to be the rationale behind the development of village disaster management planning by the National Institute of Disaster Management in India under which 'a village disaster management plan' is seen as 'a vital and indispensable component of CBDRM' in that 'village' connotes active participation in what is most concrete and close at hand.[17] The same thinking lies behind the Caritas Pakistan approach of focusing its CBDRM efforts on 84 villages in 14 hazard prone districts 'to ensure that communities are empowered in the learning process' with 'decision making at village level' as villagers forge and implement a 'village disaster management plan'.[18]

The question of appropriate degree of localization is clearly an important one in determining and optimizing links and synergies between community and school-based disaster risk management.

There is general agreement on the principles informing community-based disaster risk management. At the very core of the approach is active participation and engagement by community members in every developmental stage. 'Community-based disaster management is a process in which at-risk communities are actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks in order to eradicate their vulnerabilities and enhance their capacities. This means that people are at the Centre of

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[17] Walia, A. & Sushma, G. 2012. *Village Disaster Management Plan*. New Delhi: National Institute of Disaster Management, Ministry of Home Affairs, Government of India. Iv. http://nidm.gov.in/PDF/modules/village.pdf

[18] Caritas. Undated. *Community Based Disaster Risk Management*. http://www.caritas.org.pk/project/community-based-disaster-risk-management-cbdrm/

decision-making and implementation.'[19] First identifying participatory processes and content (with involvement of the community and especially its most vulnerable sectors) as of key importance, Lorna Victoria goes on to enumerate seven further and related key principles informing CBDRM:

- *Responsiveness*: actions are based upon a community's felt and urgent needs with community perceptions and prioritizations being considered so that the community has a sense of ownership;
- *Integration*: community planning and implementation of all stages is linked to other communities, to organizations and to government units and agencies at various levels especially with regard to

vulnerabilities that the community itself cannot address;

- *Proactivity*: an emphasis on the pre-disaster stages of prevention, mitigation and preparedness;
- *Comprehensive*: an emphasis on both structural and non-structural mitigation in the short- and mid-term;
- *Multi-sector/multi-discipline*: a combination of engagement of all sectors of the community, of indigenous and scientific knowledge, and of support from outsiders to the community;
- *Empowerment*: meaningful participation in decision-making that positively affects people's lives and that increases capacity and confidence

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[19] Zwi, A., Spurway, K., Marincowitz, R., Ranmuthugala, G., Thompson, L. & Hobday, K. 2013. *Do Community Based Disaster Risk Management (CBDRM) Initiatives Reduce the Social and Economic Cost of Disaster?* 1.

http://eppi.ioe.ac.uk/cms/LinkClick.aspx?fileticket=9jSlvCXmJA4%3D&tabid=3174

- *Development:* addressing drivers and processes of vulnerability as a contribution to development.[20]

The Asian Disaster Preparedness Centre (ADPC) seeks to capture the key general elements in effective bottom-up community approaches to disaster risk management:

- Local people are capable of initiating and sustaining their own community development;
- While the role of local government, the private sector and NGOs is important, the primary requirement for grassroots development lies with local leadership;
- A successful bottom-up strategy will include broad-based local participation in comprehensive planning and decision-making activities that promote motivation;
- Educational opportunities should correspond to identified local needs;
- Emphasis is on improving the utilization and management of local resources;
- Responsible utilization of outside financial assistance is required;
- Replication of a community's success is a powerful factor in continuing local initiative;
- Responsibility for change rests with those living in the local community;
- Various community members and groups in the community may have different perceptions of risk and varying vulnerabilities.[21]

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[20] Victoria, L. P. Undated. *Community Based Approaches to Disaster Mitigation.* 276.
http://www.preventionweb.net/files/602_8370.pdf

[21] Asian Disaster Preparedness Centre. 2006. *Community-based Disaster Risk Management for Local Authorities: Participant's Workbook.* Bangkok: ADPC. 18.

Across the wide range of community-based disaster risk management programs to be found in any one nation or region, there can be considerable diversity in the degree of community participation and leadership in evidence. Some CBDRM programs may be in the main driven by community members. In others actual real leadership may lay with agencies of government (national through local) or with non-governmental organizations, with the community in a secondary, more or less reactive or followership role. In yet other contexts real collaborative partnership between stakeholders may obtain.[22] Of critical importance here will be the quality of sustained community training and capacity building made available and the availability of institutional and human resource capacity and expertise at local level; also whether an ethos of inclusiveness is

brought to processes set in train. Finance is clearly pivotal, too. There may be a philosophical or rhetorical embrace of decentralization or delegation of control of disaster risk management but if fit-for-purpose funding is not devolved to communities then participation is likely to remain at least in some implementation aspects an ideal rather than actuality. For example, in its 2013-15 Hyogo progress report, the Pakistan National Disaster Management Authority refers to the 'resource crunch' facing a decentralized disaster management system. 'The District Governments have limited capacities to generate local resources to finance development schemes, including that of disaster management. They are solely dependent on budgetary allocations/grants from the Provincial Governments. On the other hand, the Provincial

[22] Zwi, A., Spurway, K., Marincowitz, R., Ranmuthugala, G., Thompson, L. & Hobday, K.  2013. *Do Community Based Disaster Risk Management (CBDRM) Initiatives Reduce the Social and Economic Cost of Disaster?* 1.
http://eppi.ioe.ac.uk/cms/LinkClick.aspx?fileticket=9jSlvCXmJA4%3D&tabid=3174

Governments are themselves faced with the challenge of huge budgetary deficits and finding it hard to spare enough resources for the District Governments for implementation of development schemes in the field of disaster management'.[23]

In this discussion it may well be instructive to apply models of citizenship participation to community-based disaster risk management. George Frank Kinyashi has proposed a seven-step model of community participation (see *Box 2*) going from the lowest rung, passive participation, in which people are told what has happened or is going to happen by project management without any attempt to listen to their responses, through participation by consultation and functional participation, both of which engage people but within the frames of already-made decisions, to the highest rung, self-mobilization, in which the community takes independent initiatives only relying on external institutions for resources and technical guidance.[24] The philosophy of community-based disaster risk management aligns with the higher rungs of the model while actual practice sometimes places CBDRM on the lower and middle rungs.

*SBDRM Session with Teachers*

[23] *Pakistan: National progress report on the implementation of the Hyogo Framework for Action (2013-2015).* 15.
http://www.preventionweb.net/files/42312_PAK_NationalHFApro gress_2013-15.pdf

[24] Kinyashi, G.F. 2006. *Towards Genuine Participation for the Poor: Critical Analysis of Village Travel and Transport Project (VTTP) Morogoro, Tanzania.* 5.
http://www.eldis.org/fulltext/genuine_participation.pdf

***Box 2. The Seven-step Participation Ladder***
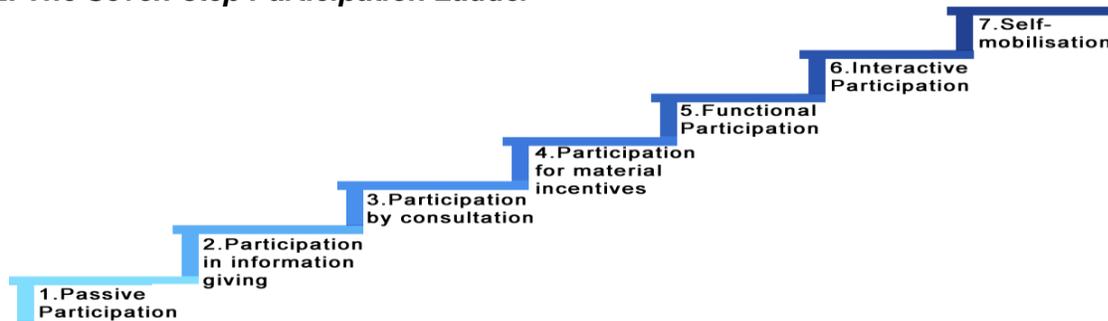


| | |
|---|---|
| **1. Passive participation** | People participate by being told what is going to happen or has already happened. It involves a unilateral announcement by an administration or project management without listening to people's responses. |
| **2. Participation in information giving** | People participate by answering questions posed by extractive researchers using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings, and research findings are neither shared nor checked for accuracy. |
| **3. Participation by consultation** | People participate by being consulted or answering questions, and external people listen to their views. These external professionals define both problems and solutions, but may modify them in the light of people's responses. Such a consultative process does not concede any share in decision-making and professionals are under no obligation to take on board people's views. |
| **4. Participation for material incentives** | People participate by providing resources, such as labour, in return for food, cash and other material incentives. However, the people have no stake in prolonging activities when the incentives end. |
| **5. Functional participation** | People participate by forming groups to meet predetermined objectives related to the project. Such involvement does not tend to be at the early stages of project cycles or planning, but rather after major decisions have already been made. These arrangements tend to be dependent on external initiators and facilitators, but may become self-dependent. |
| **6. Interactive participation** | People participate in joint analysis, which leads to action plans and the formation of new local institutions or the strengthening of existing ones. Participation is seen as a right, and not just a means to achieve project goals. These groups take control over local decisions, and so people have a stake in maintaining structures. |
| **7. Self-mobilisation** | People participate by taking initiatives independent of external institutions. They develop contacts with external institutions for resources and technical advice they need, but retain control over how resources are used. |

In reality, the unrolling of a community-based disaster management process is likely to be one of moving upwards, rung by rung, as capacities are built and experience accumulated. For instance, the Kathmandu Valley Earthquake Risk Management Project in Nepal started at the lower rungs of the participation ladder with the local community participating in training given by an international and national organization. The participation of the initial community (Ward 10) triggered another community (Ward 34) to take their own actions after a six-day disaster risk management workshop. Ward 34 set up a Ward Disaster Management Committee, established a Disaster Management Fund to receive voluntary contributions, conducted a household vulnerability survey, provided further training for residents, and offered disaster awareness sessions in schools and other

contexts. Although there was some technical support given by national organizations, Ward 34 is an example of a community moving up the participation ladder by exercising their own leadership and taking their own actions.[25] Another example is provided by CARE International's community-based project, 'Disaster Preparedness Action Plan Tajikistan', launched in 2003, which focused on community mobilization, disaster mitigation and capacity building to sustain disaster mitigation and preparedness management in three districts of central Tajikistan. 64 village committees (in the form of Community-based Organizations or CBOs) were formed as the driving force with an average membership of 31. After initial training and support from CARE, many of the CBOs became very active, taking disaster preparedness and village development into

[25] Delica-Willson, Z. Undated. *Community-based Disaster Risk Management: Gaining Ground in Hazard-prone Communities in Asia.* No pagination.

http://www.undp.org/content/dam/rbap/docs/Research%20&%20Publications/CPR/RBAP-CPR-SS-2006-Gaining-Ground-in-Hazard-Prone-Communities.pdf

their own hands, with support from local authorities in all project stages. The CBOs orchestrated a number of key activities including development of hazard, risk and evacuation maps, implementation of some 60 small-scale mitigation projects (small grants-in-aid and supervision from CARE), conducting more than 120 community drills and delivering training on disaster management.

Each CBO established an endowment fund that enabled the community to tackle existing problems locally and finance other DRR activities with its own resources.[26]

The Asian Disaster Preparedness Centre suggests that a local authority led community-based disaster risk reduction process should have six sequential stages (see *Box 3*).

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**Box 3. CBDRM: Six Sequential Stages Suggested by the Asian Disaster Preparedness Centre**

1. *Selecting the Community*: the local authority conducts an initial risk assessment of the area under its charge and, applying specific criteria (such as: severity of exposure to risk, number of people likely to benefit, readiness of community to engage), identifies communities for CBDRM;
2. *Rapport Building and Understanding*: the local authority builds a picture of the nature, needs and resources of chosen communities and interacts with the community and its various social groups to build a trusting relationship;
3. *Participatory Disaster Risk Assessment*: the local authority conducts a risk assessment involving local people, community leaders and experts;
4. *Community-based Disaster Risk Management Planning*: the local authority in tandem with the local community analyzes local disaster risks and goes on to develop a detailed risk and response plan, with roles and responsibilities of all parties clearly defined;
5. *Community Managed Implementation*: the local authority lends support to and mobilizes technical and financial resources behind a community-based organization that takes overall responsibility for disaster risk reduction initiatives;
6. *Monitoring and Evaluation*: the local authority joins with the local community, development agencies and other stakeholders to measure and evaluate progress and identify follow-up actions.[1]

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[26] UNISDR/UNDP. 2007. *Building Disaster Resilient Communities: Good Practices and Lessons Learned. A* Publication of the 'Global Network of NGOs' for Disaster Risk Management. 48-50. http://www.unisdr.org/files/596_10307.pdf

While making the point that the CBDRM process needs to be adjusted to conform with varying community contexts and institutional mandates, Victoria offers a similar list of steps, numbering seven in all (see *Box 4*).

Embedded in the unfolding of both of the above schema is rung-by-rung movement towards deeper, more people-based disaster risk management, following the Kinyashi ladder of citizen participation model.

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**Box 4. CBDRM: Process Suggested by Victoria**

1. *Initiating the Process*: linking and building rapport with the community;
2. *Community Profiling*: arriving at an initial understanding of the local disaster risk situation;
3. *Community Risk Assessment*: participatory assessment of hazards, vulnerabilities, capacities and perception of risks;
4. *Disaster Risk Reduction Plan*: developing an initial plan identifying mitigation and preparedness measures including awareness-raising, training and education;
5. *Formation of Community Disaster Response Team/Organization*: the key step in organizing, capacity building and mobilizing communities for disaster risk reduction;
6. *Implementation*: activating CBDRM through short-, mid- and long-term measures, projects and programs;
7. *Monitoring and Evaluation*: to achieve a culture of continuous improvement of disaster risk reduction, with documentation and dissemination of good practice.[1]

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## 2.3 Community-Based Disaster Risk Management in Pakistan

While there had been significant efforts to organize community-based disaster risk management in Pakistan since the October 2005 earthquake and, again, since the 2010 floods, the 'genuinely felt' need arose for a 'simple, common and overarching approach to CBDRM that can be effectively implemented and replicated by Disaster Management Authorities at national, provincial, district, Union Council (UC) and ultimately community or village level'.[27]

The *National Disaster Management Act*, 2010, decentralized responsibility for disaster risk management, outlining roles and responsibilities for successive layers of government. At the highest level is the National Disaster Management Authority (NDMA) with responsibility for implementing, coordinating and monitoring disaster management across Pakistan, its plans and policies being approved by the National Disaster Management Committee (NDMC). The training arm of NDMA, the National Institute of Disaster Management (NIDM) supports provincial and district capacity building. The national structure is replicated at provincial level with a Provincial Disaster Management Authority (PDMA) formulating policy and fulfilling a coordinating and monitoring role subject to the ongoing approval of a Provincial Disaster Management Commission (PDMC).



*Surviving relatives looking through the rubble for survivors after the 2005 earthquake*

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[27] Author Unspecified. Undated. *Community Based Disaster Risk Management Model: Pakistan*. 4.

*Figure 1. Disaster Management Institutional Structure in Pakistan*[28]
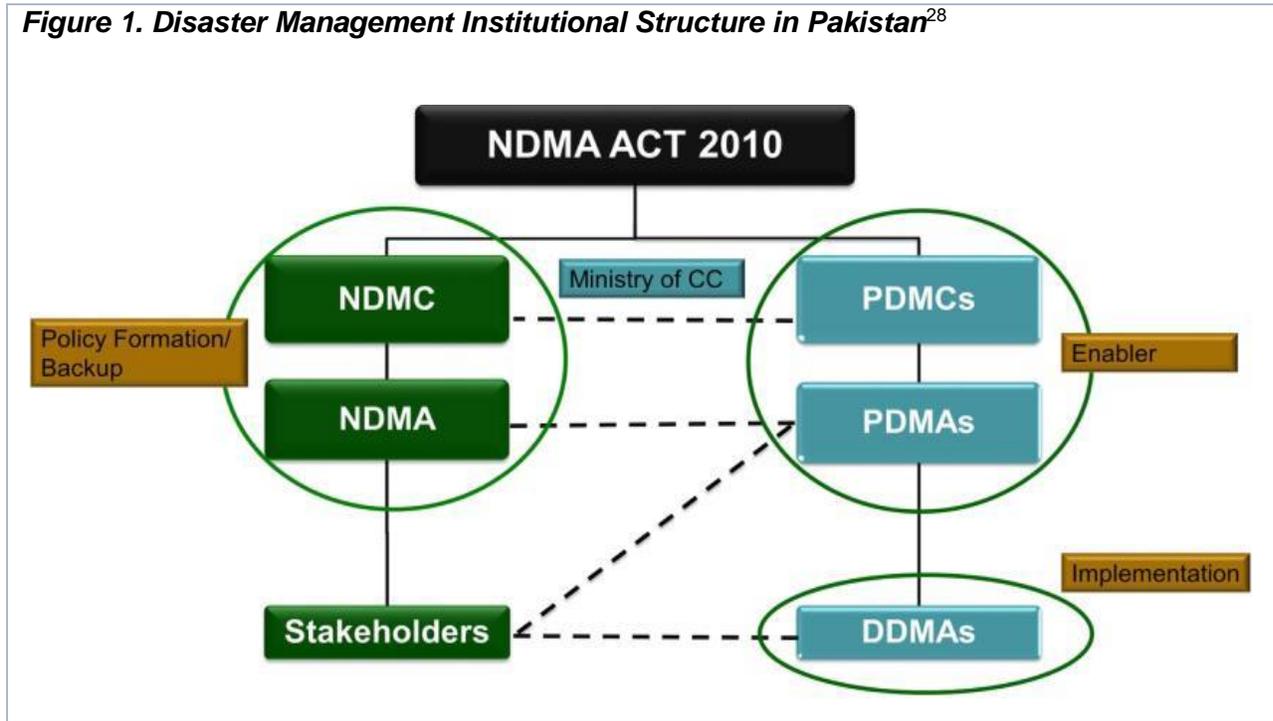
At district level District Disaster Management Authorities (DDMA), 149 in all, are responsible for developing and monitoring implementation of an annual district disaster management plan, organizing capacity building and training, and closely coordinating disaster risk management at more local levels. At the sub-district or Tehsil level (588 Tehsils in all) there is no disaster management structure in place. The locally elected Union Councils (UCs), the fifth level of government, usually comprising a large village surrounding area, are enjoined to establish and maintain a Union Council Disaster Management Committee (UDMC) ensuring community participation in planning. 'The village or community level is not specifically covered by any policy documents in terms of their roles and responsibilities in DRM other than they are a priority target and key actors in disaster risk management'.[29] Disaster management committees at both UC and village levels are expected to be the 'connecting source between

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[28] A figure taken from http://www.ndma.gov.pk/aboutUs.php

[29] Ibid. 5-6.

various stakeholders, both horizontally and (through) vertical coordination links, with a vital role in the formulation and implementation of DRM Plans at respective levels'.[30]

To facilitate the effectiveness of the six-tier model an ambitious cascade capacity building process is being put in place. Provincial officials are receiving or will receive training at national level from NIDM. Its master trainers are to transfer their knowledge and skills to district level trainers who, in turn, are to train up UC personnel as community trainers. 'This process will ensure that all DDMA, union councils and villages of a district have trained human resources capable of replicating the CBDRM model'.[31]

As mentioned above, village level is not covered in national disaster risk reduction policy. That said, 'given the principles of community participation and strengthening the resilience of vulnerable groups including women, Persons with Disabilities (PWDs), older people, Internally Displaced Peoples (IDPs), refugees, socially excluded people and children, the CBDRM model will work with VDMCs'. The intention is that UDMC community trainers will support village committees in undertaking a risk and vulnerability assessment, developing a Village Disaster Risk Management Plan (VDRMP) and in implementing priority actions within the Plan. The VDMC will, therefore, be a 'grassroots and key institution directly and closely connected with at risk communities to support them in community led risk reduction measures'.[32] The presently envisaged 'nature of involvement' of the VDMC is enumerated as follows: participating in the UDMC capacity building process, assisting the UDMC in

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30 Save the Children, Care International, Malteser International, Diakonie Katastriphenhilfe. Undated. *CBDRM Model Operational Guidelines.* 6.

31 Ibid. 7, 10-11.
32 Ibid. 10-11.

collecting risk information, assisting the UDMC in implementing DRM measures, mass awareness and community mobilization.[33] As such it falls short of the highest rung of the Kinyashi participation model (see p.23) but, given that policy makers have not specified details of village-level disaster risk management, there is, it would appear, latitude to paint in and experiment with additional, more thoroughgoing participative forms of community engagement.



*Classroom swamped by mud left behind by the 2010 floods*

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[33] Ibid. 15.

## Chapter 03

**School-Based Disaster Risk Management – An Overview**

### 3.1 School Disaster Risk Management as an Element of Comprehensive School Safety

A comprehensive school safety model promoted by the Global Alliance for Disaster Risk Reduction and Resilience in Education Sector (GADRRRES) comprises three pillars: 'safe learning facilities', 'school disaster management' and 'risk reduction and resilience education.' Pillars are seen as overlapping while markedly distinctive.[34] The three pillars are seen as complementary with a wide range of Sustainable Development Goal (SDG) Targets especially perhaps, *Target 4* 'ensure inclusive and equitable quality education opportunities for all' and *Target 11* 'make cities and human settlements inclusive, safe, resilient and sustainable.'[35]

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[34] UNICEF, ADPC, Plan World Vision, UNESCO & Save the Children.  2012. *Comprehensive School Safety.* http://resourcecentre.savethechildren.se/sites/default/files/documents/7119.pdf; UNISDR. 2013. *Assessing School Safety from Disasters. A Baseline Report.*

http://www.unisdr.org/files/35274_2012schoolsafetyglobalbaseline.pdf
[35] UNISDR/GADRRRES. 2017. *Comprehensive School Safety.* 6. https://s3.amazonaws.com/inee-gadrrres/resouces/CSS-Framework-2017.pdf?mtime=20170322014230

**Figure 2. Comprehensive School Safety Framework**

The 'safe learning facilities' pillar involves education authorities, architects, engineers, builders and school community members and seeks to address safe site selection, building design, construction and maintenance (including safe and continuous access to the education facility). The 'school disaster management' pillar involves national and sub-national level education authorities and school-based stakeholders working closely with their disaster management counterparts on the following: system-wide policies, guidelines and standard operating procedures (SOPs); the establishment and functioning of a school-based disaster management committee; school disaster risk reduction and safety plans; school disaster drills; education continuity and contingency planning. The 'risk reduction and resilience education' pillar seeks to integrate disaster prevention and risk reduction education into formal curricular and also extra-curricular learning in order to increase school and local community resilience.[36]

According to the 2013 UNISDR baseline review on school safety, the implementation and documentation of the school disaster management pillar lags behind the two other pillars. Key achievements have included the development of a range of technical guidance

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[36] UNISDR/GADRRRES. 2017. *Comprehensive School Safety.*
https://s3.amazonaws.com/inee-gadrrres/resouces/CSS-Framework-2017.pdf?mtime=20170322014230

documents focusing on specific aspects of school disaster management (e.g. SOPs and response skills for emergencies and disasters) and the development of national level education contingency plans in several countries. However, the report has highlighted a number of gaps and weaknesses in school disaster management thinking and initiatives (see *Box 5*).

> ***Box 5. Gaps and Weaknesses in School Disaster Management***
>
> - Emphasis on 'response preparedness' rather than risk reduction;
> - Lack of ownership of the school disaster management plan amongst school-based stakeholders;
> - Lack of careful local contextualization of general guidance materials;
> - A tokenistic approach;
> - Varying quality of school drills;
> - Only focusing on disaster response preparedness by school-based teams;
> - Lack of consideration of gender and disability in school disaster management planning;
> - The threat to education continuity because of use of the school as an

> emergency shelter;
> - Lack of meaningful detail in the school disaster management document;
> - Lack of lead agencies advocating, documenting and scaling-up good practice in school disaster management [37]

The review also identifies the following individuals as having a 'significant role to play in school disaster management' but falls short of articulating how each might make a specific contribution:

> - Local actors: school principal; teaching staff; maintenance staff; all other staff; students; parents;
> - Governmental bodies: national ministry of education; sub-national education authorities; individual governmental schools; local fire department and other 'first responders';

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[37] UNISDR. 2013. *Assessing School Safety from Disasters. A Baseline Report*. 39-40.

http://www.unisdr.org/files/35274_2012schoolsafetyglobalbaseline.pdf

- Inter-governmental and non-governmental bodies: private schools; school councils, parent/teacher associations and other school support bodies; teacher and non-teaching staff trade unions; local businesses; local community emergency response teams; working groups.[38]

## 3.2 Key Features of School-based Disaster Risk Management

A broad definition of school-based disaster management is 'the process of assessment and planning, physical protection and response capacity development designed to: 1) protect students and staff from physical harm; 2) minimize disruption and ensure the continuity of education for all children; 3) develop and maintain a culture of safety'.[39]

School-based disaster management is seen as involving the entire school community. To ensure leadership and coordination roles of overall initiatives, a school disaster management committee (SDMC) is typically formed. Although the exact composition of the committee may differ school to school and context to context, a typical SDMC includes: the principal (acting as chair), teachers, students, parents and other community members, local disaster-related NGO representatives, one or more officials from the district education office, representatives of emergency services (e.g. police, fire service, civil defense, medical staff), representatives of groups with other relevant expertise (e.g. architects, engineers) and representatives of vulnerable groups (e.g. those who with disabilities).[40] Under the SDMC, sub-committees dealing with the following specific areas might be formed: supplies, security,

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[38] Ibid. 41.
[39] International Finance Corporation. 2010. *Disaster and Emergency Preparedness: Guidance for Schools.* http://www.ifc.org/wps/wcm/connect/8b796b004970c0199a7ada336b93d75f/DisERHandbook.pdf?MOD=AJPERES

[40] Ibid; Kagawa, F. & Selby, D. 2014. *Towards School Disaster Management: The Eight-step Journey. Teacher Manual for Khyber Pakhtunkhwa Province and Sindh Province, Pakistan.*

communication, transportation, rescue, relief, fire management, damage control, early warning, evacuation and first aid.[41]

The school disaster management committee is tasked with coordinating risk assessment (i.e. hazard, vulnerability and capacity assessment) in the school community. The results of the assessment will then inform the development of a school disaster management plan. The plan typically identifies actions and responsibilities of different stakeholder groups for disaster mitigation, preparedness, response and recovery. More specifically the plan commonly includes a summary of the outcomes of the risk assessment (including risk and hazard maps and resource and capacities inventories), an evacuation plan with maps (indicating evacuation routes and safe havens),

contingency planning for education continuity, standard operating procedures (SOPs) for hazards that present themselves with and without warning, guidelines for regular school-wide and community-linked simulation drills, a list of members of the SDMC and their roles and responsibilities, and also communication, networking and mobilization strategies and plans.[42]

The present writers have proposed an 'eight-step journey' for school disaster risk management that offers a linear progression of things to do but also flags the cyclical or recurring nature of some of the steps)[43] (see *Figure 3*). In so doing, they underline the importance of continuous watchfulness, perennial relearning and wide participative engagement of all stakeholders in disaster risk

[41] SEMEO INNOTECH. 2014. *Toolkit for Building Disaster-resilient School Communities in Southeast Asia*. 71. http://www.seameo-innotech.org/wp-content/uploads/2014/11/DRRM%20TOOLKIT%20BOOK_FINAL.pdf
[42] UNICEF et al. 2012. *Comprehensive School Safety*; Kagawa, F. & Selby, D. 2014. *Towards School Disaster Management: The*

*Eight-step Journey. Teacher Manual for Khyber Pakhtunkhwa Province and Sindh Province, Pakistan.*
[43] Kagawa, F. & Selby, D. 2014. *Towards School Disaster Management: The Eight-step Journey. Teacher Manual for Khyber Pakhtunkhwa Province and Sindh Province, Pakistan.*

management in their delineation of the functions of the school disaster risk management committee:

- Preparing a school disaster risk management plan after consultation with all key stakeholder groups;
- Implementing the plan with the support and involvement of all stakeholders;
- Coordinating risk, hazard, vulnerability and capacity assessments of the school;
- Implementing changes to mitigate risk and vulnerability, and build capacity and resilience;
- Organizing drills and evacuation simulations to test the disaster preparedness of the school community;
- Improving school disaster preparedness if gaps and weaknesses are identified;
- Holding participative reviews and consultations to update the school disaster management plan from time to time.[44]

*Temporary learning space provided after the 2005 earthquake*

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[44] Ibid.

**Figure 3. The Eight-step Journey for School Disaster Risk Management**

1. Orientation and Sensitization of the School Community

2. Formation of the School Disaster Management Committee

3. Conducting a Risk Assessment of the School

4. Developing the School Disaster Management Plan

5. Developing an Education Continuity Plan

6. Conducting Drills and Evacuation Simulations

7. Mobilizing the School as a Disaster Management Learning Organization (in which there is a continuous learning and relearning of disaster risk)

8. Mobilizing the School as a DRR Community Hub (in which the school becomes both theatre and driver for community efforts)

School-based disaster management is seen as dovetailing with policy and guidance development at national, sub-national and district levels and with national and sub-national disaster contingency plan development to support the education sector (including plans and criteria for limiting the use of schools as temporary shelters).[45] Literature on school based disaster management also recognizes the aspiration to incorporate the particular needs of pre-school and out-of-school children, children with disabilities and both girls and boys and all that implies.[46] In several respects, therefore, school-based disaster management stretches beyond the school gate and both outwards into the wider community and upwards into the progressively higher echelons of policy making.

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[45] This is clearly seen in the current development of the Bhutan Disaster Risk Management Plan for the Education Sector, to which the present authors have contributed as consultants.

[46] UNICEF et al. 2012. *Comprehensive School Safety.*

*School girls practicing first aid through a simulation exercise, Chitral District, KP*


*Master trainer supervising a mock drill at a boys' school, Chitral District, KP*

## Bringing Together – SBDRM and CBDRM

### 4.1 Community-based Disaster Risk Management and the School

Schools cannot be separated or isolated from their communities. Their normal catchment area is the community or village. Their charges bring their experiences in the wider community to school each day; they return to the wider community ready to share the learning they have experienced at day's end. Schools have the twin role of both replicating and renewing the cultural norms of the community. Likewise, the community cannot stand apart from the school. The school is organically embedded in the community. If something happens to the school, it happens to the community. If something happens to the community, it happens to the school.

These truisms notwithstanding, much of the literature on community-based disaster risk management pays little or no heed to the school. It is as though the school, embodying

through its young people the living future of the community, is in an altogether different zone.

As noted in the introduction to this paper (p.9), the *Khyber Pakhtunkhwa Road Map for Disaster Risk Management 2014-2019*, proposes an 'inclusive disaster risk reduction' approach ensuring widespread participation, including that of all vulnerable and marginalized groups, and the integration of its eight components. Its fourth theme is "Community Resilience through CBDRM'. The enumeration of interventions and activities under this component makes no reference to any interface with school-based disaster management, although some potential linkages can be inferred; for example, by undertaking pilot risk assessment projects in selected villages, developing model disaster resilient villages, ensuring the collection and

archiving of good disaster risk reduction practice. School is, however, frequently referenced under the third component, 'Public Awareness, Education and Training' where interventions and activities such as awareness raising through school children, training for children and school teachers and inclusion of disaster and climate change adaptation in the curriculum are mentioned. None of this is set within a school-based disaster risk management frame.[47]

In the latest draft version received by the present writers of a document titled *Community Based Disaster Risk Management Model: Pakistan* there is no mention whatsoever of related school-based disaster risk management. In fact, school, a community institution, is not referred to at all.[48] In an associated draft document, *CBDRM Model Operational*

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[47] Provincial Disaster Management Authority, Khyber Pakhtunkhwa. 2014. *Road Map for Disaster Risk Management 2014-2019: Towards a Disaster Resilient Khyber Pakhtunkhwa.* Peshawar: PFMA. 18-24.

[48] Authors Unspecified. Undated. *Community Based Disaster Risk Management Model: Pakistan.*

*Guidelines for Govt. and Civil Society Organizations*, school is referred to only twice: first, school as a possible venue for community training and, second, considering physical risks and vulnerabilities of schools during a village risk assessment.[49] A *Community Based Disaster Risk Management Plan* for the village of Dildargarhi under Mirzadher Union Council refers to schools as a community level resource but makes no mention of active linkages with school based disaster risk management. [50] There are Union Councils such as those at Turlandi and Nisatta in District Charsadda where school-based disaster risk management was initiated and linked to the community plan.[51] An outcome of a German Society for Technical Cooperation (GIZ) Disaster Preparedness and Management Project in Khyber Pakhtunkhwa, Linkages for Effective Disaster Management in Khyber Pakhtunkhwa Province, references school as one of the disaster management actors and recognizes the importance of children as multipliers of disaster-related information but makes no mention of school-based disaster risk management as such.[52] It may well be indicative that a recent (2013) review of literature on community-based disaster risk management in Pakistan makes no reference to schools and to linkages between SBDRM and CBDRM.[53]

Various views of the school are to be found in wider community-based disaster risk management literature ranging from, at one end of the continuum, school as object or recipient of community input and support to, at the other end, school (and its teachers) as

[49] Save the Children, Care International, Malteser International, Diakonie Katastriphenhilfe. Undated. *CBDRM Model Operational Guidelines*. 7, 10.
[50] Association for Human Development. Undated. *Community Based Disaster Risk Management Plan*. [Document supplied by HOPE'87, April 2014.]

[51] DIPECHO 1 (2006-07)
[52] GIZ. 2010. *Linkages for Effective Disaster Management in Khyber Pakhtunkhwa Province*. Islamabad: GIZ. 13, 20.
[53] Combaz, E. 2013. *Community-based disaster risk management in Pakistan*. London: GSDRC Applied Knowledge Services [DFID].

proactive partner in risk management. They include, in no particular order:

- School as one of the public places where risk-related data and HVCA maps are posted for dissemination amongst community members;[54]
- School as one of the community organizations to be included in participatory disaster risk management planning;[55]
- School as one of the critical facilities to be protected;[56]
- Schools as one of community structures, facilities and services identified as 'elements at risk' when exposed to hazards; [57]
- School as one of the important places where early warning information is posted;[58]
- Negative impacts/damages on schools and education[59]
- School teachers are one of the key informants in community risk assessment (e.g. offering a historical profile);[60]

- School teachers as amongst the special technical experts who should be trained for community-based disaster risk reduction;[61]
- The school teachers' association as one of the key professional organizations which should be part of a Community Disaster Information Centre maintaining a regular flow of disaster-related information[62]
- School teachers and students as one of the target groups for disaster risk communication[63]

The above examples reveal a mixed (but insufficiently expansive) view of the agency of the school in community-based disaster risk management. We need to determine whether school is a passive or proactive entity in community efforts in disaster risk management.

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[54] ADPC. 2006. *Community-based Disaster Risk Management for Local Authorities: Participants' Workbook*. 30; ADPC. 2006. *Community-based Disaster Risk Management: Critical Guidelines*. 35, 50, 54.
[55] ADPC. 2006. *Community-based Disaster Risk Management: Critical Guidelines.* 38.
[56] Ibid. 43.

[57] ADPC. 2006. *Community-based Disaster Risk Management for Local Authorities: Participants' Workbook*. 12, 47.
[58] Ibid. 112.
[59] Ibid. 125, 132, 133.
[60] Ibid. 73.
[61] Ibid. 99.
[62] Ibid. 103.
[63] Ibid. 107.

## 4.2 School-based Disaster Risk Management and the Community

There is fairly frequent reference to community in the literature on school-based disaster risk management. The broad impression gathered from the literature is one of in-principle recognition that community- and school-based disaster management are inescapably linked. For the most part, however, concrete detail as to the nature of the links and how those links might be strengthened to positive, synergistic effect is missing.

Schools are generally held to be actual or potential agents of community change. For instance, the Sri Lankan national guidelines for school disaster safety highlight that schools 'play a pivotal role in reaching the community. An effective educational Programme conducted through schools targets not only teachers and children, but also reaches deep into the community.'[64] Similarly, the Delhi Disaster Management Authority points out that schools are 'community nodes' and each school has 'responsibility towards its immediate locality.'[65] More specifically on disaster management, the Ministry of Education in Bhutan mentions that school-based disaster risk management planning 'plays an important role in the community in responding to disasters.'[66] The Khyber Pakhtunkhwa school safety plan puts rather more flesh on links between school and community safety, stating that 'promoting school safety is of strategic importance for overall community safety as activities related to school safety trickle down to the larger

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[64] Ministry of Education and National Institute of Education, Sri Lanka. 2008. *Towards a Disaster Safe School: National Guidelines for School Disaster Safety*. 6. http://www.preventionweb.net/files/25231_25100nationalguidelinesbookenglish1.pdf

[65] Delhi Disaster Management Authority. Undated. *School Disaster Management Plan*. 1.

http://www.preventionweb.net/files/5449_SchoolDisasterManagementPlanIndia.pdf

[66] Ministry of Education, Bhutan. Undated. *School Disaster Management Planning Template*. 1. http://www.education.gov.bt/documents/10180/38997/SDMP+Template-+Version+2.pdf/4a62a2a8-2239-4b14-a500-071611c40b67?version=1.0

community through various means such as training of masons, interests of parents, and conveyance of information by children to the entire household.'[67]

The notion of school safety activities having a 'trickle down' impact on community is suggestive of incidental rather than engineered occurrence. It is not clear whether the 'trickle down' is purposive or accidental; whether it is anything more than an assumption or aspiration. If we establish a continuum that has 'incidental impact on community' at one pole and 'purposefully constructed impact on community' at the other (see *Figure 4*), it is likely that most school to community flows of influence regarding disaster risk management tend to cluster around the former.

*Figure 4 - School Impact on Community*

Incidental impact ⟷ Purposefully constructed impact
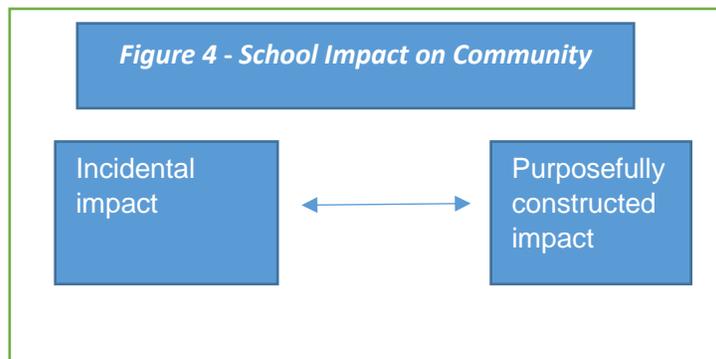
When it comes to more specific detail as to how school-based disaster risk management is linked to community disaster risk management, most examples reviewed are very limited in terms of their scope and depth. What is commonly suggested is to include community representatives (often of an unspecified nature) and parents (or representatives of the parent-teacher association) on the school disaster risk management committee.[68] Also recommended in particular cases are 'representatives from district disaster management committees (if

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[67] UNESCO. 2012. *School Safety Action Plan: Plan of Action for Safe School and Educational Buildings in Khyber Pakhtunkwa.* http://unesco.org.pk/documents/2013/ndm_School-Safety-Action-Plan.pdf
[68] International Finance Corporation. 2010. *Disaster and Emergency Preparedness: Guidance for Schools.* 5. http://www.ifc.org/wps/wcm/connect/8b796b004970c0199a7ada336b93d75f/DisERHandbook.pdf?MOD=AJPERES; Ministry of Education and National Institute of Education, Sri Lanka. 2008.

*Towards a Disaster Safe School: National Guidelines for School Disaster safety.* 5. http://www.preventionweb.net/files/25231_25100nationalguidelinesbookenglish1.pdf; Government of India Ministry of Home Affairs National Disaster Management Division. Undated. *School Safety.* 9. http://toolkit.ineesite.org/resources/ineecms/uploads/1056/School_Safety.pdf;
UNISDR & GADRRRES. 2012. *Comprehensive School Safety.* No pagination.

applicable)'[69] and 'representatives of relief, revenue, disaster management, district administration (and) municipal corporations'.[70] What is not clear is whether community representation on a school disaster management committee is tokenistic or involves a proactively specific role in forging and strengthening links between school and community. So far, review of the literature has not surfaced concrete examples of community committee involvement in school disaster management initiatives. Do community committee members take an active role in bringing community into school? Do they play a similarly active role in placing school disaster risk management developments before the community? Do they also sit on the school disaster risk management committee? In short, do they fulfil a coordinating, harmonizing and synergizing role between the two committees and these two overlapping spheres of disaster risk management?

Detailed role specifications that might help answer these questions are in rather short supply. Some of the literature reviewed articulates the general roles and responsibilities of the school disaster management committee, but what is generally missing are the specific roles and responsibilities that community representatives are to play within school disaster management and in strengthening links between school and community; also what the school disaster management committee's role in and contribution to community disaster risk management is or should be.

http://www.preventionweb.net/files/31059_31059comprehensive schoolsafetyframe.pdf
[69] Ministry of Education, Bhutan. Undated. *School Disaster Management Planning Template*. 3.
http://www.education.gov.bt/documents/10180/38997/SDMP+Te

mplate-+Version+2.pdf/4a62a2a8-2239-4b14-a500-071611c40b67?version=1.0
[70] Delhi Disaster Management Authority. Undated. *School Disaster Management Plan*. 5.
http://www.preventionweb.net/files/5449_SchoolDisasterManagementPlanIndia.pdf

At a more aspirational level, the following school-level stakeholder roles in forging school/community disaster risk management links have been proposed:

- School principal: oversees special days on DRR to educate the whole school (and wider) community; creates spaces for open dialogue on DRR, ensuring sufficient opportunities for student participation in the school and local community; engages actively and builds constructive partnerships with community organizations, local municipalities and traditional leaders to support student DRR learning;
- Teachers: facilitate DRR learning both inside and outside of the classroom;
- Students: are involved in active DRR learning inside and outside of the classroom; pass on DRR messages to peers, home and local community;
- Parent Teacher Association: provides support for DRR learning activities in school and in the community;

- District and division officials: develop inter-school/inter-community DRR links and dialogue.[71]

A Southeast Asia disaster resilience toolkit document envisages a situation where the chair of the school disaster management committee 'coordinates with the Municipal Disaster Risk Reduction and Management Committee and Village Disaster Risk Reduction and Management Committee for appropriate support in the event of an evacuation' and 'maintains an active relationship with the chairpersons' of the above-mentioned committees.[72] In Cambodia, a proposed structure for a commune committee for disaster management includes the 'chief' of the primary school. [73]

[71] Selby, D. & Kagawa, F. 2014. *Towards a Learning Culture of Safety and Resilience: Technical Guidance for Integrating Disaster Risk Reduction in the School Curriculum*. Paris/Geneva: UNESCO/UNICEF. 132-133.
[72] SEAMEO INNOTECH. 2014. *Toolkit for Building Disaster-resilient School Communities in Southeast Asia*. 72.

http://www.seameo-innotech.org/wp-content/uploads/2014/11/DRRM%20TOOLKIT%20BOOK_FINAL.pdf
[73] ADPC. 2006. *Community-based Disaster Risk Management for Local Authorities: Participants' Workbook*. 36.

When it comes to specific and concrete school disaster management roles, it is generally the case that community members (including parents) are expected to participate in creating community risk maps[74] and in conducting or joining in school/community mock drills.[75] When a school-disaster management committee establishes sub-committees or working teams to action specific topics (e.g. awareness generation, search and rescue, first aid team, fire safety), parental and community representatives are often proposed as team members.[76]

For the framework for school-based disaster preparedness developed by the Consortium for Disaster Education, Indonesia, the importance of community involvement is highlighted within its eight values, i.e. 'independence: to optimize the utilization of school and communities [sic] resources and reduce dependency on external resources' and 'partnership: involving various stakeholders from different components, sectors, society group[s], government institution[s] as well as non-government organization[s] to achieve common objectives based on (the) collaboration principle and proper synergy.' [77]

In the case of the Khyber Pakhtunkhwa school safety action plan, there is also a strong emphasis on community involvement. 'Community preparedness for disaster prevention and response' is one of the six key

[74] Ministry of Education and National Institute of Education, Sri Lanka. 2008. *Towards a Disaster Safe School: National Guidelines for School Disaster Safety.* 17. http://www.preventionweb.net/files/25231_25100nationalguidelinesbookenglish1.pdf
[75] Ibid, 10; GADRRRES & UNISDR. 2012. *Comprehensive School Safety.* http://www.preventionweb.net/files/31059_31059comprehensiveschoolsafetyframe.pdf
[76] DIPECHO Partners. 2013. *School Based Disaster Preparedness Manual.* Prepared for 7th DIPECHO Action Plan.

[Shared by Save the Children, March 2014.]; Delhi Disaster Management Authority. Undated. *School Disaster Management Plan,* 13-19. http://www.preventionweb.net/files/5449_SchoolDisasterManagementPlanIndia.pdf
[77] Consortium for Disaster Education Indonesia. 2011. *A framework of School-based Disaster Preparedness.* 17. http://www.preventionweb.net/files/26013_26008aframeworkofschoolbaseddisaste.pdf

school safety elements and it includes programs and activities for:

- Preparing communities around the schools in prevention and first response and search and rescue, along with preparations for schools to act as safe havens in disasters;
- Community-based assessments of local hazards, vulnerability and capacity and planning and implementation of risk reduction at the school-community level;
- Community preparation and response interventions, facilities and provisions;
- Developing and practicing response-preparedness skills;
- Designing and operating community 'safe haven' infrastructures within local communities;
- Providing 'community-of-service' in a post disaster context.[78]

These more thoroughgoing examples of school/community coordination take us rather closer to the 'purposefully constructed impact on community' end of the spectrum discussed

earlier (see p. 44). Taking us even closer is the idea of school as hub of community-based disaster risk management. Implicit in the examples surveyed is a spectrum of types of school/community inter-linkage (see *Figure 5*) which at one end is more or less limited to the existence of interconnected points of disaster risk management between school and community but falling short of integration. Further along the continuum comes thoroughgoing integration of some or all key aspects of school and community disaster risk management (with school efforts very much conceived of as an important dimension or expression of community efforts). At the further end, the school serves as hub, core or clearinghouse for a number of initiatives in a thoroughly integrated approach to community disaster risk management.

[78] UNESCO. 2012. *School Safety Action Plan: Plan of Action for Safe School and Educational Buildings in Khyber Pakhtunkwa.*

5-6. http://unesco.org.pk/documents/2013/ndm_School-Safety-Action-Plan.pdf

**Figure 5. A Spectrum of Types of School/Community Inter-linkage**
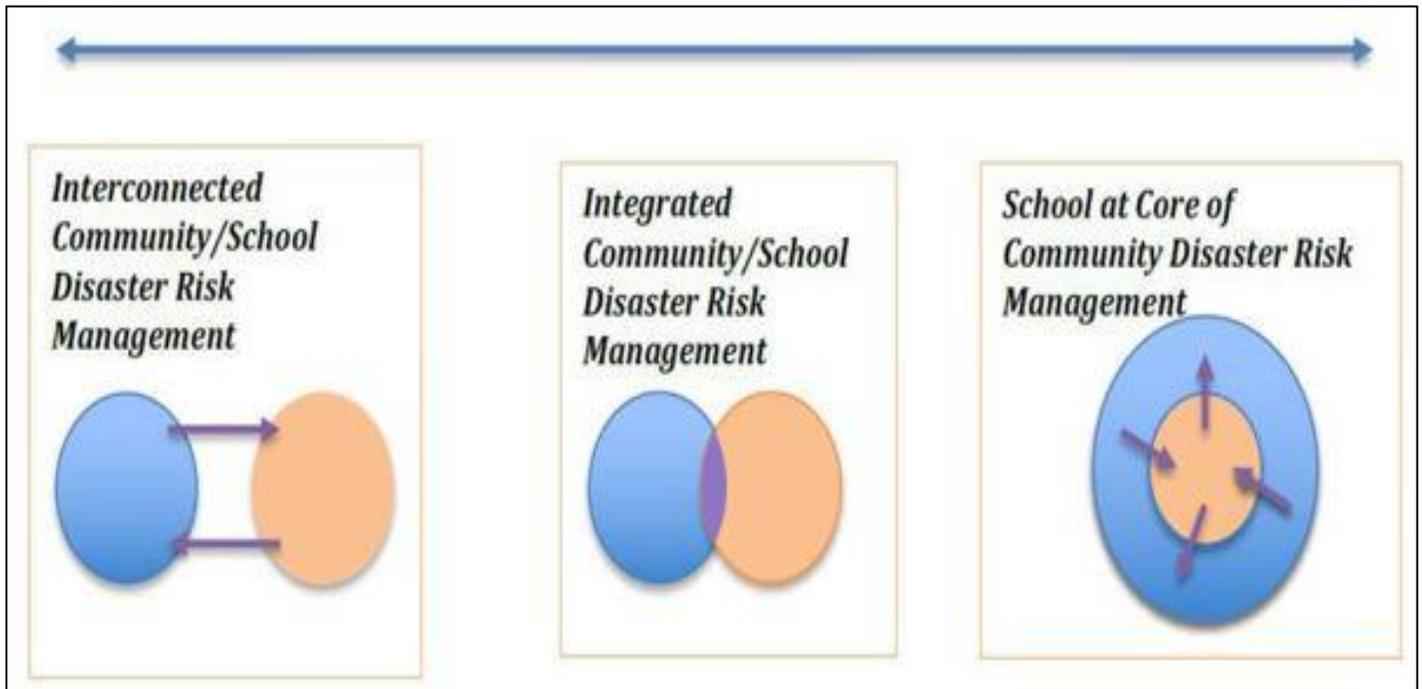


*Blue: Community-based Disaster Risk Management; Pink: School-based Disaster Risk Management*

The Action Aid Disaster Risk Reduction through Schools (DRRS) initiative, 2005-10, conceived of the school – all project schools being in high-risk disaster areas - as both anchor and catalyst for community disaster risk reduction. Throughout the initiative, disaster risk reduction interventions were 'implemented **through schools not just *in* schools**, recognizing the catalytic potential for change through schools'(bold/italics in original). The rationale behind the approach is explained as follows: 'a school can be a locus of change, not only in increasing institutional capacity in building resilience itself, but also in mobilizing the community in delivering authentic DRR messages at an operational level, with an ability to bring together rights holders and duty bearers at local, regional and national levels'. The benefits of placing the school at the core

of community-based disaster risk management are seen by DRRS as five in number:

- In communities that are predominantly rural with weak civil society structures and public services, schools that are already at the heart of the community are well placed to provide the necessary physical and social capital;
- As a learning space, the school can provide a forum for disaster-related learning;
- School can be a 'powerhouse to mobilize the wider community, particularly supporting schoolchildren to serve as important agents of change' who can speedily 'transfer information about DRR to their parents and guardians, who in turn circulate it throughout the community';
- Schools can bring additional strength and energy to educational networks, local to national, and influence policy directions (thus contributing to cross-community and vertical integration);
- Schools can contribute to the wider change agenda through information dissemination.[79]

School-centered initiatives the project instigated in pursuit of community disaster risk reduction include:

- Using the school as the platform for local risk assessment and disaster preparedness programs;
- Instituting training and learning programs in disaster risk reduction targeted at different sectors;
- Promoting community-based awareness-raising and training initiatives to enhance local capacity in mitigating and coping with disasters;
- Offering appropriate training for vulnerable groups in the community;
- Providing technical support for the design and development of community disaster management plans.

A central strand in the project was the use of participatory vulnerability analysis (PVA) in which children and teachers, parents and community members were guided through a discussion process to identify the root causes

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[79] Action Aid. 2011. *Disaster Risk Reduction through Schools: Final Report*. London: Action Aid. 13-14.

and effects of as well as possible solutions to local vulnerabilities. 'One of the strengths of the project was to allow communities through PVA to order and voice their own sense of priorities among the list of vulnerabilities'. PVA led on to training and capacity building initiatives for disaster risk reduction for teachers and students, school management committees, parent teacher associations and the community at large. Out of this process, parallel school and community disaster management committees with cross-membership were formed within, it seems, an overall context of appreciation that school safety and community resilience were in complementary relationship.[80]

A variant on the idea of school as hub of community-based disaster risk management is that of school as developmental laboratory for community-based disaster risk management. In this regard, Pandey and Okazaki describe the

United Nations Centre for Regional Development Reducing Vulnerability of School Children to Earthquakes project, as undertaken in the Fiji Islands, India, Indonesia and Uzbekistan. The project aimed to 'make schools safe against earthquakes and build disaster resilient communities through self-help, cooperation and education'. It included the retrofitting of school buildings in a participatory way with the involvement of local communities, local governments and resource institutions, training on safer construction practice for technical personnel, and school and community disaster education. Pandey and Okazaki point to three major features of the project:

- The work on seismic vulnerability analysis and retrofitting of selected schools led to the development of country-specific guidelines on earthquake safe construction, including solutions to practical retrofitting problems encountered;

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[80] Ibid. 15-16; 18-21.

- The retrofitting of schools served as a demonstration of proper earthquake resilience technology to the communities with on-the-job training of masons and wider technical training;
- There was parallel dissemination of educational booklets and posters and a teacher training guidebook alongside which an interactive training tool on disaster awareness and seismic risk assessment of buildings to motivate household action was disseminated.

They conclude: 'The process of making schools safer can be used as an entry point to communities at risk to facilitate implementation of a training and capacity-building program for earthquake disaster mitigation technology besides its prime objective of ensuring the safety of school children against future earthquakes. It is achieved by demonstrating how schools can be used as community centre's for earthquake disaster prevention and mitigation. Locally applicable and affordable earthquake-safer construction technology is transferred to these communities'.[81] This approach has significant potential for transfer to other areas and dimensions of disaster risk management.


*Girls with smiling learning DRR*

[81] Pandey, B. & Okazaki, K. Undated. *Community Based Disaster Management: l*Students with smiling face *Disaster Risks*. United Nations Centre for Regional

# Chapter 05

## Child as Change Agent of Community-Based Disaster Risk Management

The *Sendai Framework* lays down that 'children and youth are agents of change and should be given the space and modalities to contribute to disaster risk reduction in accordance with legislation, national practice and educational curricula'.[82]

There appears to be a perennial danger in community-based disaster risk management of overlooking or according insufficient weight to the potential contribution of children and youth. In a seminal research paper, Thomas Tanner and colleagues describe this as a failure to 'look within and understand the community itself'.[83] 'Children under 18,' they write, 'are often considered the vulnerable, passive victims of disaster events and in need of protection by

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[82] UNISDR. 2015. *Sendai Framework for Disaster Risk Reduction 2015-2030*. 23.
http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

[83] Tanner, T., Garcia, M., Lazcano, J., Molina, F., Molina, G., Rodriguez, G., Tribunalo, B., & Seballos, F. 2008. 'Children's participation in community-based disaster risk reduction and adaptation to climate change'. In: Tanner, T.M. & Mitchell, T.eds.

parents and adults, who in turn make decisions and take actions on their behalf. Yet, children have unique perceptions of the world in which they live, and they have the capacity to act as agents of change'. In their research into the dynamics of children's participation in community development, the research team identifies five ways in which children and young people can contribute to community climate change and disaster risk reduction activities:

- As analyzers of risks and risk reduction activities
- As designers and implementers of DRR projects at community level
- As communicators of risks and risk management options (especially to parents, other adults, or those outside the community)
- As mobilizers or resources and people for community-based resilience
- As constructors of social networks and capital.[84]



Figure 6 . Multi-facetted Role of Children in Disaster Risk Reduction

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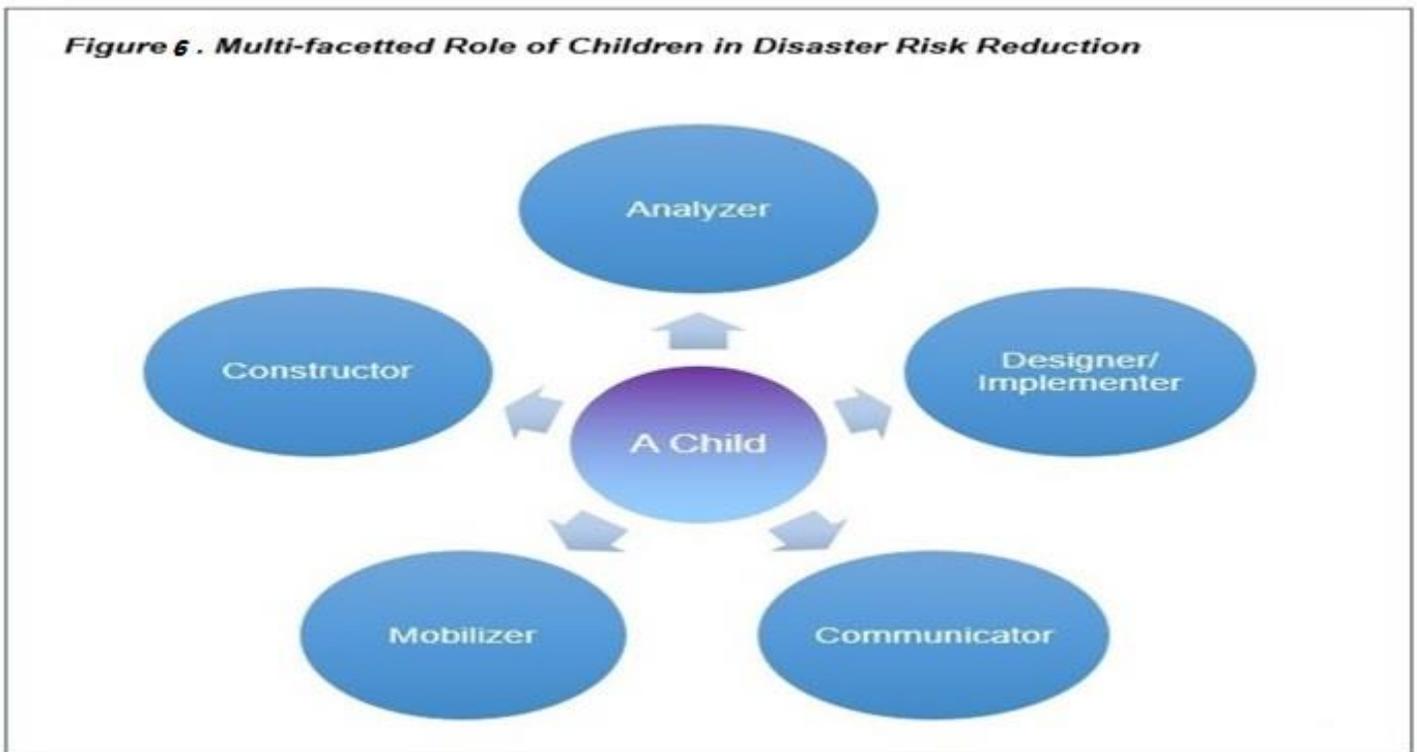
*Poverty in a Changing Climate.* Institute of Development Studies, University of Sussex, *IDS Bulletin* 39(4). 54.
http://pubs.iied.org/pdfs/G02813.pdf

[84] Ibid. 56.

Drawing upon child participation observed in the Philippines and El Salvador, they conclude that children can conceptualize and analyze the risks, natural and human-induced, affecting their lives, that they can play an important role in communicating with their community about risk and climate change, that they can combine their understandings with technical information gained through media, curricula and training, and that they are capable of mobilizing 'constituencies behind key issues affecting their communities'. The researchers conclude that: 'Scaling up the participation of children in DRR and (climate change) adaptation requires enhanced efforts to incorporate children's perspectives, knowledge and potential for action into regular community driven development programmes.' Scaling up, they underline, calls for policy change that enables child and participation.[85]

Significant organizations within the disaster management field have embraced the idea of children being agents of change in their communities. Plan International holds that, with due preparation and training, children have a critical role to play in disaster management but also that, as amongst those most affected by disasters, they have the right to participate in disaster management decision-making processes.[86] The Asian Disaster Preparedness Centre maintains that 'children possess capacities according to their stage of development which form the basis for their active participation in emergency response, preparedness and mitigation'. The Centre points out that while attention is given to the needs of children in disaster risk reduction

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[85] Ibid. 56-63.

[86] Plan International. 2015. *Disaster Risk Management Capacity Statement*. 3, 6. https://plan-international.org/disaster-risk-management-capacity-statement

developments, it 'is mostly from the point of view of adults acting on behalf of and in the best interests of children'.[87]

The Khyber Pakhtunkhwa **Road Map for Disaster Risk Management 2014-2019** mentions training for school children in disaster risk management subjects but restricts reference to student community involvement to public awareness raising through their agency.[88] The *Community Based Disaster Risk Management Model: Pakistan* (see p.40) refers to children as one of the most vulnerable groups to which the principles of community participation and resilience strengthening will apply at village level, so giving latitude for child involvement in community initiatives.[89] The *CBDRM Model Operational Guidelines for Govt.*

*and Civil Society Organizations* (see pp. 40-41) sees children as one of the most vulnerable groups to be targeted for awareness raising and identifies students as one of the end-user groups for IEC (information, education and communication) materials. Reference to youth volunteers as community trainers at Union Council level is the sole acknowledgement of youth agency.[90] Interestingly, a 2013 overview of the literature on community-based disaster risk management in Pakistan references social inclusion, especially gender inclusiveness, but makes no mention of the inclusion of children. A UNESCO/UNICEF publication offers a five-dimensional model of disaster risk reduction education. The first three dimensions are concerned with, first, helping school students

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[87] ADPC. 2007. *Community Disaster Risk Reduction* Implementation, being Module 6 of the 16th Community Based Disaster Management Course, Bangkok, Thailand, 16-27 July 2007. 1-2. http://toolkit.ineesite.org/toolkit/INEEcms/uploads/1057/Child_Focused_Disaster_Risk_Reduction.pdf

[88] Provincial Disaster Management Authority, Khyber Pakhtunkhwa. 2014. *Road Map for Disaster Risk Management*

*2014-2019: Towards a Disaster Resilient Khyber Pakhtunkhwa.* Peshawar: PDMA. 19, 20.

[89] Author Unspecified. Undated. *Community Based Disaster Risk Management Model: Pakistan.* 7, 10.

[90] Save the Children, CARE International, Malteser International, Diakonie Katastriphenhilfe. Undated. *CBDRM Model Operational Guidelines.* 6, 14, 15, 16.

understand the science and mechanisms of natural disasters, second, having them learn and practice safety measures and procedures, and, third, building understanding of the social, economic and environmental drivers that turn hazards into disasters. The fourth and fifth dimensions focus upon student action learning in the community. *Dimension 4, Building Community Risk Reduction Capacity* 'engages learners in processes of resilience building in their own community through grassroots level initiatives such as undertaking local vulnerability assessment and mapping initiatives, identifying hazards, developing resilience action plans, and implementing those plans'. The aim is to offer 'hands-on experience of participatory citizenship education'. *Dimension 5, Building an Institutional Culture of Safety and Resilience* calls for student

engagement in helping the school evolve into a 'DRR learning organization at the hub of a DRR learning community'. This means student active engagement with the three pillars of the comprehensive school safety model (see pp.31-32); for instance, giving students a voice in disaster risk reduction policy making processes, having students engage with technical personnel on structural aspects of school safety, letting students manage and maintain a school/community hazard bulletin board. Under this heading, too, student engagement stretches out into the local community and involves partnership with community members. At this point we arrive at a nexus where student participation in action learning in the community intersects with and further solidifies the idea of school as community disaster risk management hub.[91]

[91] Selby, D. & Kagawa, F. 2014. *Towards a Learning Culture of Safety and Resilience: Technical Guidance for Integrating Disaster Risk Reduction in the School Curriculum.* Paris/Geneva: UNESCO/UNICEF. 24-7; Selby, D. & Kagawa, F. 2013. World as 'Lasting Storm': Educating for Disaster Risk Reduction. *Green Teacher.* 100, 22-4.

# Chapter 06

## Deepening and Strengthening SBDRM/CBDRM Links: Concrete Ways Forward

The last four sections have both explicitly and, in some cases, implicitly indicated a range of ways in which school based and community based disaster risk management might be more thoroughly and effectively linked. In this section we organize these ideas, and float further ideas, all of which became the subject of consultation with a number of key actors in ongoing school/community disaster risk management coordination efforts in Khyber Pakhtunkhwa province as a prelude to designing models for implementing SBDRM/CBDRM interlinking (see Chapter 7).

**Creating Structural Links between Community-and School-Based Disaster Risk Management**

- Ensuring cross-sectorial community representation on the school disaster management committee. Community members might include parents,

technical personnel including those with expertise and training in disaster risk management, ex-officio district and Union Council education and disaster management officers.

- Ensuring that community representation on the school disaster management committee includes one or more ex-officio members of the community or village disaster management committee.

- Ensuring that one or more ex-officio members of the school disaster management committee sit on the community or village disaster management committee.

- Ensuring that there is both community/village disaster management committee and school disaster management committee representation on every Union Council disaster management committee.

**Linking School/Community Level Disaster Risk Management to District and Provincial Level Disaster Management**

- Establishing communication and reporting mechanisms so that key development decisions made by community/village disaster management committees and by school disaster management committees are shared with district and provincial disaster risk management committees.

- Ensuring that key decisions and developments at provincial and district levels are shared with both the community/village disaster management committee and the school disaster management committee.

***Creating Two-way Communication, Reporting and Informational Flows between Community- and School-Based Disaster Risk Management***

- Allocating an agenda item for each school disaster management committee meeting under which the ex-officio community member(s) report on community developments and where action implications for the school are determined.

- Allocating an agenda item for each community/village disaster management committee meeting under which the ex-officio school member(s) report on school developments and where the action implications for the community/village are determined.

- Instituting a reporting system whereby members of the community/village and school disaster management committee

present a joint activity report annually to the Union Council disaster management committee that, in turn, overviews reports received in a summary report with recommendations to the District Disaster Management Authority.

- Maintaining a community/village disaster management bulletin board with a specific section reserved for disseminating school disaster management developments (this could be located in the school as a public institution).

- Maintaining a school disaster management bulletin board with a specific section reserved for disseminating community disaster management news and containing details of community early warning information and procedures (the whole

written in accessible language for school students)

- Creating forums and arenas for school stakeholders (principal, teachers, students, non-teaching staff), technical personnel and community members to periodically come together for a 'shared learning dialogue' (i.e. 'an iterative exchange between communities and sets of other actors' for building common understanding of disaster risk reduction'[92]).

- Optimizing opportunities for children and youth to display and otherwise disseminate their disaster risk reduction action learning in the community, i.e. so they can work as 'effective multipliers'[93] within the community.

***Aligning Community- and School-Based Disaster Risk Management Planning***

- Synchronizing the initial development and annual planned review and reworking of community based and school based disaster management plans, and establishing a process and mechanism whereby the plans are cross-referenced and interlinked and their implementation aligned.

- Integrating school stakeholder (including students) and community participation in risk assessments covering both the locality and the school.

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[92] Combaz, E. 2013. *Community-based disaster risk management in Pakistan*. London: GSDRC Applied Knowledge Services [DFID]. 4.

[93] GIZ. 2010. *Linkages for Effective Disaster Management in Khyber Pakhtunkhwa Province.* Islamabad: GIZ. 20.

***Giving the Community an Active Role in School-Based Disaster Risk Management***

- Giving community members with relevant expertise and experience, especially those already active in equivalent community/village teams, an active and prominent role in the following school teams: early warning dissemination, evacuation, search and rescue, first aid, site security and awareness generation.

- Engaging community members in each successive stage of the school disaster management cycle including risk assessment, drills and evacuation simulations, and monitoring and evaluation.

- Involving community members with appropriate skills and training such as masons and engineers in disaster resilient design and building and in school risk assessment and retrofitting.

- Involving community members in helping embed local and context relevant as well as indigenous knowledge in school disaster risk reduction learning, and having those with local expertise serve as disaster risk reduction resource persons in the classroom.

- Involving community members in contingency planning processes led by the school-based disaster management committee

***Instituting Parallel and Related School and Community Capacity Building***

- Establishing combined capacity building training for school and community disaster management teams to be undertaken by Union Council community trainers, with particular sections of the training given over to the effective

62

interlinking of school-based and community-based disaster management.

- Establishing village level training that brings together both community members and school stakeholders (including children).

*Making the School the Hub and Laboratory of Community-Based Disaster Risk Management*

- Putting the school at the center of community/village disaster risk management by locating the local disaster management office there and/or housing the local disaster risk reduction resource center there along with the community/village disaster management archive.
- Stockpiling emergency equipment and resources in the school with easy access for the community.

- Maintaining a seed bank at the school for easier post-disaster rejuvenation of agriculture.
- Using the school as a laboratory for the community to learn best practice in disaster management that they can transfer to their own homes and immediate environs.
- Using the school as regular venue for shared learning dialog (see above) and other dissemination events.

*Maximizing the Contribution of Youth and Children in Community- and School-Based Disaster Risk Management*

- Activating the under-acknowledged abilities of children and youth as analyzers, designers/implementers, communicators, mobilizers and constructors of social networks (see p. 54) and their ability to be 'social players of leadership capacity' to bolster both

community and school disaster management now and in the future.

- Encouraging the school to so enliven curriculum, teaching and learning that students are enabled to undertake, age appropriately, practical, community-based action learning in collaboration with relevant local adults (for example, surveys and interviews, documenting best disaster risk reduction practice in the locality, dissemination activities through creative and social media, resilience building community action projects).


*First Aid training at School*


*DRR Awareness raising campaign*

# Chapter 07

## Models for Implementation Initiatives Linking Together SBDRM and CBDRM

The ideas enumerated in Chapter 6 were captured in semi-structured interview schedules submitted by the consultants to HOPE'87 in January 2016 to guide staff in conducting individual and focus group interviews with representatives of the following key stakeholder groups:

1. Parent/Teacher Council (PTC) carrying out an SDMC function as focus group

2. CDMC (VDMC) as focus group

3. Joint PTC/CDMC (VDMC) as focus group

4. Members of District Disaster Management Authority (DDMA) as focus group

5. Members of Union Council Disaster Management Committee (UDMC) as focus group

6. Key stakeholder focus group (including HOPE'87, CARE Pakistan, IDEA and other NGOs; academics; other significant, independent players)

7. Education managers as focus group

8. Individual interviews with representatives of Provincial Disaster Management Authority (PDMA)

9. Individual interviews with representatives of provincial education department

10. Individual interviews with representatives of national level disaster management involved in new disaster management initiatives

The purpose was to elicit feedback and responses that would inform and make more grounded the design of models for integrating school-based and community-based disaster management. The semi-structured interview schedules developed by the consultants make up *Appendix 1.*

In the event the following interviews were conducted in March and early April 2016 on perceptions of linkages between school-based disaster risk management (SBDRM) and community-based disaster risk management (CBDRM): questionnaire-completion interviews with three PTC members (one principal, two teachers) at one school and with five PTC members (one principal, two teachers and two parents) at a second school; focus group interviews with fifteen UVDMC and fifteen VDMC representatives as well as individual interviews with single representatives of both organizations; a joint PTC/VDMC focus group consisting of three PTC members and three VDMC members from different villages; questionnaire-completion interviews with individual representatives of four key stakeholder organizations (Plan International,

UNICEF, UNESCO, Save the Children); a focus group interview with two education managers; an individual interview with one PDMA representative; an individual interview with an NDMA officer; a focus Group interview with two senior personnel in the Provincial Institute for Teacher Education (PITE).

The models set out below draw from insights gained from analyzing data from the interviews conducted. The consultants initially drew up four eight-step models for the forging of school/village disaster management linkages. Model 1 suggests steps to follow in linking SBDRM and CBDRM in locations where a well functioning Village Disaster Management Committee (VDMC) exists but where the school Parent Teacher Council (PTC) has so far not functioned as a School Disaster Management Committee (SDMC). Model 2 offers steps to take where both the VDMC and PTC (functioning as an SDMC) are working well but where there have been minimal efforts to integrate their work. Model 3 identifies steps to take in locations where there is a well-working SDMC but where a VDMC either does not exist or has only a tokenistic existence. Model 4 looks at developing linkages between school-based disaster risk management and community-based disaster risk management using a cluster approach. *Figure 7* summarizes the level of disaster risk management activity and interactivity that each of the four models seeks to capture.



*SBDRM Session with Teachers*

**Figure 7. Linking School and Village Disaster Risk Management: Four Models**

Functioning VDMC?

Functioning PTC as SDMC?

Yes          No          Yes          No

**Model 1**
Functioning VDMC with active PTC that so far has no DRM function

**Model 2**
Functioning VDMC with active PTC serving as an SDMC

**Model 3**
Active PTC with active SDMC but no active VDMC

**Model 4**
Cluster of schools and communities each with active VDMC and SDMC
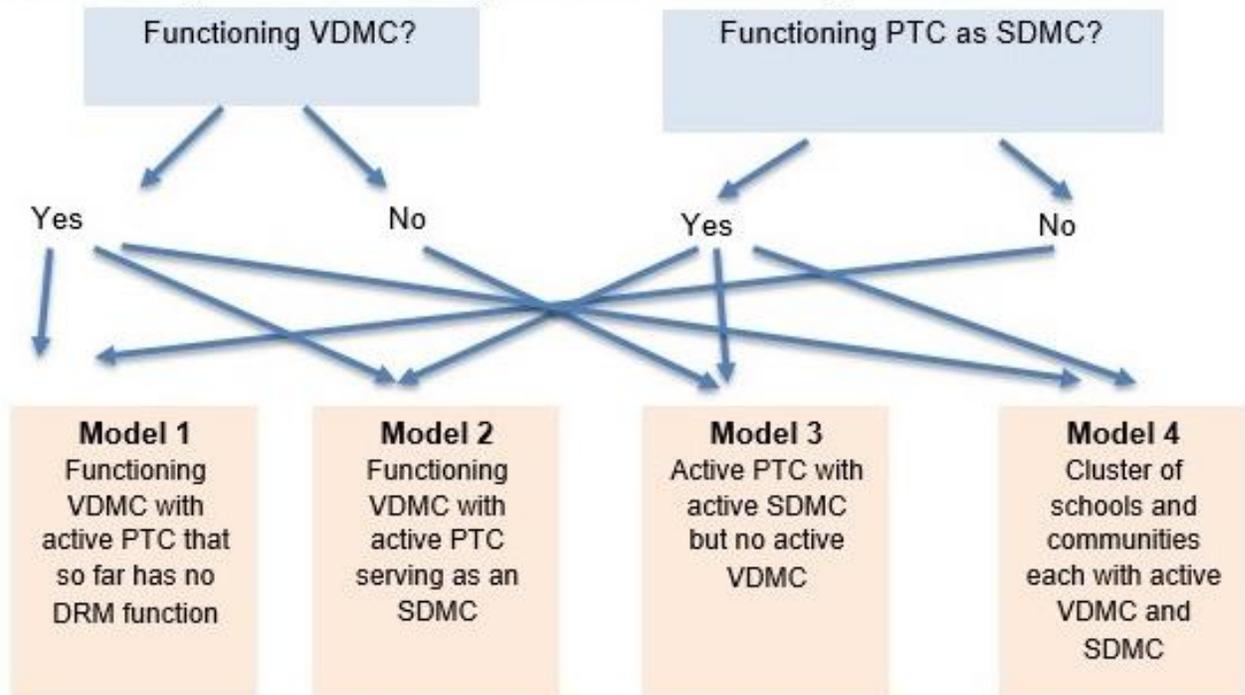
The consultants emphasized that in the piloting of the models:

- Each model should be seen as adjustable according to the particularities and exigencies of local circumstance;
- On the ground there would be potential to hybridize the four implementation models and that this should be done as deemed necessary but with a clear record kept of decisions made and the reasons behind those decisions;
- Those piloting the models should feel free to add or reduce steps as they saw fit,

again keeping a clear record of decisions made and reasons behind them;

- By their nature the implementation models would stretch over a period of time and most certainly beyond the life of the consultancy and so those piloting the models should proceed unhurriedly through as many steps as was viable.

Additionally, two disaster risk management models concerned primarily with vertical linkage, but aiming at consolidating and optimizing horizontal disaster risk management

linkages between villages and schools, were developed at the request of HOPE'87. The first focuses on district level; the second on provincial level.

The six models are laid out in concrete detail in what follows.

*Model 1. For locations in which there is a functioning Village (or Community) Disaster Management Committee that is ready to work with the local school and where the school has an established and active Parent Teacher Council that has so far not taken up its school disaster risk management function (i.e. no SBDRMC)*

*Implementation Stages*

- Stage 1. Village Disaster Risk Management Committee takes stock of its efforts so far and examines the degree to which its action plans and actions have involved the local school and/or had impacts on and implications for the local school.

- Stage 2. VDMC proposes holding a joint session with the PTC (and school principal) to discuss how the PTC might fulfill a disaster risk management function working in close cooperation with the local community.

- Stage 3. The joint session is held, with representatives of the Union Council and District Disaster Management Committees, the education authorities and representatives of disaster management NGOs and authorities present as resource persons. At the session VDMC and PTC members examine the existing village disaster risk management plan and identify actions and areas to which the PTC and school through its own proposed disaster risk management provision might contribute. A joint action plan for the current school year is agreed upon and disseminated widely.

- Stage 4. At the same or further meetings, agreement is reached that the PTC will also function as a SDMC and that in that function its membership will include ex-officio members of the VDMC and community members with disaster risk management experience and expertise; it is likewise agreed that ex-officio members of the PTC (in their SDMC capacity) will sit on the VDMC. It is further agreed that at all subsequent meetings of both bodies a report and

discussion on the disaster risk management developments of the partner body will feature on the meeting agenda. It can also be determined that individuals who happen to be members of both the VDMC and SDMC will have specific roles to play as catalysts in fostering communication between the two bodies.

- Stage 5. The PTC begins to function as an SDMC implementing over time the eight-step approach to school-based disaster management (see p.37), ensuring VDMC and community members are involved as much as possible at all stages, e.g. in school awareness raising processes (Step 1), in conducting school risk assessments (Step 3), in discussions around the development of the school disaster management plan (Step 4), in conducting mock drills and simulations (Step 6).

- Stage 6. At the point where school disaster management planning is reaching maturation, the VDMC begins a process of revising its village disaster management plan so it coincides and

synchronizes with what the school is planning. This is done through joint sessions of the VDMC and PTC (as SDMC).

- Stage 7. Efforts are then made to align school-based and community-based disaster risk management; for instance, by holding joint periodic school and community risk assessments, by holding combined school and community drills and simulations, by involving school children in the work, projects and deliberations of both bodies, by inviting community members into school to explain their community risk reduction work to students, by using the school as a venue for joint school/community awareness raising sessions, by sharing disaster risk management resources.

- Stage 8. Each year the two bodies review the extent and quality of their work for integrated disaster risk management, including tapping community (also student) input through public sharing sessions. As part of this process, the two bodies work together to revise and update their respective disaster management

plans in the light of what each partner is doing or proposes to do.

***Model 2. For locations in which there is a functioning Village (or Community) Disaster Management Committee and an established and active Parent Teacher Council that is fulfilling a Disaster Risk Management function (i.e. it acts as a SDMC) but between which there is minimal or no integration or communication***

*Implementation Stages*

- Stage 1. The VDMC reviews the ways in which its action plans and actions have involved the local school and/or had impacts on and implications for the local school. It also reviews the school's Disaster Risk Management Plan to identify overlaps and potential links with, as well as implications for its own disaster management plans. One or more representatives of the PTC – these could usefully include individuals who sit on both bodies - are invited to a special meeting convened to discuss questions and issues arising from the review.

- Stage 2. The PTC reviews the ways in which its functioning and work as a School-based Disaster Risk Management Committee have involved working alongside the local community. It also reviews the Village Disaster Risk Management Plan to identify overlaps and links with, as well as implications for its own disaster management plans. One or more representatives of the VDMC – these could usefully be individuals who sit on both bodies - are invited to a special meeting to discuss questions and issues arising from the review.

- Stage 3. One or more joint sessions of the two bodies are held, with representatives of the Union Council and District Disaster Management Committees, the education authorities and representatives of disaster management authorities and NGOs present as resource persons, to discuss areas where the disaster management of the two bodies could be integrated. A joint action plan identifying integration intentions is agreed upon and disseminated widely.

- Stage 4. Joint sub-groups are formed to work out details of how specific areas for integration are to be progressed, reporting back to the two bodies in joint session.

- Stage 5. It is agreed that ex-officio members of the PTC will sit on the VDMC and that ex-officio members of the VDMC will sit on the PTC when fulfilling its disaster risk management function. It is also agreed that at all subsequent meetings of both bodies a report and discussion on the disaster risk management developments of the partner body will feature on the meeting agenda. It can be further determined that individuals who happen to be members of both the SDMC and VDMC will have specific roles to play as catalysts in fostering communication between the two bodies.

- Stage 6. Work on integrating the activities of the two bodies begins. VDMC personnel increasingly assume a key partnership role in helping the school progress the eight-step approach to school-based disaster risk management (each step being periodically revisited). The PTC as SDMC helps orchestrate school involvement, and especially student involvement, in community-based disaster management initiatives.

- Stage 7. Efforts are made to more fully align school-based and community-based disaster risk management; for instance, by holding joint periodic school and community risk assessments, by holding combined school and community drills and simulations, by involving school children in the work and deliberations of both bodies, by inviting community members into school to explain their community risk reduction work to students, by using the school as a venue for joint school/community awareness raising sessions, by sharing disaster risk management resources.

- Stage 8. Each year the two bodies jointly review the level of school/community disaster risk management integration achieved, both revising and updating their respective disaster management with the ultimate goal of achieving a single unified plan.

***Model 3. For locations in which the local school has an active Parent Teacher Council with a developing disaster risk management function, but where an established or flourishing Village (or Community) Disaster Management Committee is lacking***

*Implementation Stages*

- Stage 1. The Parent Teacher Council holds a session as SDMC to consider the degree to which it has drawn upon and actively involved community members in developing its disaster management initiatives. Have they been involved in awareness-raising events? Are there sufficient community members on the Committee? Have community members taken part in the school risk assessment process, in the development of the school disaster management plan, in conducting drills and simulations? Have skills, experience and resources within the community been drawn upon sufficiently? Have community members been sufficiently involved? If not, how might that be changed?

- Stage 2. With the active support of the school principal, engaging with key figures in the community, and reaching out to the Union Council and District Disaster Management Committees and to representatives of disaster management authorities and NGOs, the PTC as SDMC orchestrates the planning of a community meeting with a twofold purpose: first, to boost the level of community engagement in school-based disaster management and, second, to consider the establishment of a VDMC to address village disaster preparedness. Built into the proposal for a VDMC is the idea of places on the SDMC being allotted to VDMC officers and vice-versa. NOTE: If a VDMC nominally exists but is inactive, Stage 2 needs to be oriented towards overhauling and vivifying rather than establishing community disaster risk management.

- Stage 3. At the meeting ideas and proposals are presented (with inputs from key educational and disaster management representatives) and community members present are encouraged to share issues and concerns and put forward ideas and suggestions. If the sense of the meeting is positive, a VDMC is formed and, following accounts of how other VDMCs work its structure and broad terms of reference determined

(including gathering ideas for, developing and seeking community approval of a village disaster risk management plan). NOTE: If a VDMC nominally exists but is inactive, Stage 3 needs to be oriented towards overhauling and vivifying community disaster risk management and revising/refreshing any existing disaster management plan. Key here may well be the inclusion of some SDMC members on the VDMC.

- Stage 4. Once the VDMC is up and running, it becomes agreed practice that at all subsequent meetings of both bodies a report and discussion on the disaster risk management developments of the partner body will feature on the meeting agenda. It is further determined that individuals who happen to be members of both the VDMC and PTC (as SDMC) will have specific roles to play as catalysts in fostering communication between the two bodies.

- Stage 5. The VDMC, supported by the SDMC, develops its community disaster management plan, integrating

its contents with disaster risk management developments at the school, and puts the plan to the community.

- Stage 6. Work on integrating the activities of the two bodies continues to progress. VDMC personnel increasingly assume a key partnership role in helping the school progress the eight-step approach to school-based disaster risk management (each step being periodically revisited). The PTC as SDMC helps orchestrate school involvement, and especially student involvement, in community-based disaster management initiatives.

- Stage 7. Efforts are made to more fully align school-based and community-based disaster risk management; for instance, by holding joint periodic school and community risk assessments, by holding combined school and community drills and simulations, by involving school children in the work and deliberations of both bodies, by inviting community members into classroom to explain their community risk reduction work to students, by using the school as a

venue for joint school/community awareness raising sessions, by sharing disaster risk management resources.

- Stage 8. Each year the two bodies jointly review the level of school/community disaster risk management integration achieved, both revising and updating their respective disaster management with the ultimate goal of achieving a single unified plan.

***Model 4. For locations in which a cluster of schools and their communities are prepared to work jointly in taking forward disaster risk management through their respective Parent Teacher Councils (i.e. already acting as SDMCs) working in conjunction with active Village Disaster Management Committees***

*Implementation Stages:*

- Stage 1. Taking into account that, first, schools are often accustomed to working in clusters as designated by education authorities and, second, there is no history of communities and villages working in tandem as a cluster, the idea of a three-stage know-how exchange is proposed to be supported by the Union Council and District Disaster Management Committees, the education authorities and

representatives of disaster management authorities and NGOs.

- Stage 2. In the first (preparatory) phase, members of PTCs of schools in the cluster meet together for general discussion of their SDMC work and specific discussion of ways in which their community and local VDMC has become involved in school-based disaster risk management developments. Have they been involved in awareness-raising events? Are there sufficient community members on the SDMC? Have community members taken part in the school risk assessment process, in the development of the school disaster management plan, in conducting drills and simulations? Have skills and experience within the community been drawn upon sufficiently? Have community members been sufficiently involved? If not, how might that be changed? First ideas for greater and more thoroughgoing integration of school and community disaster risk management are mooted.

- Stage 3. In the second (preparatory) phase, members of VDMCs from across the cluster meet together for general discussion of their disaster management planning and work and for specific discussion of ways in which that planning and work has involved the local school and its SDMC. Have the school and its SDMC been involved in community disaster risk reduction projects and initiatives? Has the school acted as a meeting place for community disaster risk awareness raising events? Have school children been given opportunities to engage in disaster risk reduction projects? Have they been given a voice in VDMC deliberations? First ideas for greater and more thoroughgoing integration of community and school disaster risk management are mooted.

- Stage 4. In the third (conference) phase, members of VDMCs and SDMCs meet together to share ideas for greater integration of their disaster risk management remits and work. Decisions are reached on a range of school and community disaster risk management integration initiatives that all members of the cluster will work on over a designated period of time. Representatives of Union Council and District Disaster Management Committees, the education authorities and representatives of disaster management authorities and NGOs are present as resource persons.

- Stage 5. At the conference, cluster communication and reporting mechanisms on joint VDMC/SDMC disaster risk management developments are determined and reporting style and frequency agreed. Mechanisms for communicating and reporting might include: a six-monthly or yearly joint VDMC/SDMC activity report to Union and District Council Disaster Management Committees that is shared with all cluster members, occasional joint meetings of cluster members located in close proximity to each other, visits to observe key moments in joint VDMC/SDMC activity (for instance, a joint community/school risk assessment process, a joint awareness raising meeting, a joint community/school practice drill/evacuation).

- Stage 6. As a result of the conference, each VDMC and SDMC agrees to the inclusion of members of their sister body on their committee (if this is not already happening). They secondly agree that, at all subsequent meetings of the two bodies, a report and discussion on the disaster risk management developments of the partner body will feature on the meeting agenda. They thirdly agree to include an agenda item at each of their meetings in which both the recent reports they have circulated to the cluster and the reports they have received from other cluster members are considered and discussed and action points determined.

- Stage 7. Cluster members agree to continually progress the integration of the disaster risk management activities of the two bodies. VDMC personnel increasingly assume a key partnership role in helping the school progress the eight-step approach to school-based disaster risk management (each step being periodically revisited). The SDMC helps orchestrate school involvement, and especially student involvement, in

community-based disaster management initiatives while playing a role in VDMC decision-making.

- Stage 8. Periodic (yearly or half-yearly meetings) of all cluster members occur at which ideas for further disaster risk management development and integration are proposed and action plans for the next period of time determined.

***Model 5. For developing communication, coordination and support between district level and schools and villages as they seek to integrate their disaster risk management processes***

*Implementation Stages*

- Stage 1. A joint meeting is held involving representatives of the District Disaster Management Committee (DDMC) and district education officers with NGO representatives present as resource persons to take stock of disaster risk management efforts so far and examine the degree to which the district-level disaster risk management action plans and actual actions have involved schools and/or villages.

- Stage 2. The joint meeting also identifies and maps out current communication and coordination mechanisms between district and school/village levels (disaster management committees at schools and in the villages may or may not exist) and discusses how to improve or, if necessary, establish communication and reporting mechanisms between school/village and district levels (if little is happening at school and/or village level, then an additional focus will need to be on how the district authorities might set about making something happen).

- Stage 3. Representatives from district level, especially those involved in stage 1 and stage 2, attend joint meetings and events held during model 1-4 linkage development within their own district [or organize a separate meeting inviting PTC and VDMC representatives]. They take the opportunity to discuss ideas and proposals on communication and reporting mechanisms and get feedback from school/village participants. After attending various meetings and events, district

personnel consolidate ideas and proposals received into a single framework that includes horizontal PTC/VDMC coordination and vertical district and school/village coordination.

- Stage 4. The single framework is implemented with identified district-level personnel in place to take forward implementation with independent personnel, perhaps from NGOs but otherwise from local government, appointed to monitor and periodically report on progress to the DDMC

- Stage 5. Each year, school/village level and district level representatives meet to consider the working of the mechanisms that have being put in place, to review progress and, as necessary, update the coordination/communication mechanisms. Independent monitors attend and report to the meeting.

*Model 6. For developing communication, coordination and support between provincial level and district level as they seek to integrate their disaster risk management processes including developing inter-linkages between schools and villages*

*Implementation Stages*

- Stage 1. A joint meeting is held involving representatives of the Provincial Disaster Management Authority (PDMA) and the Provincial Education Department with NGO representatives in attendance as resource persons to take stock of efforts so far to integrate school and village disaster management; also to examine the degree to which provincial policies, action plans and actual actions have enabled and involved integration of school/village level disaster risk management.

- Stage 2. A provincial-level meeting of key stakeholders is held involving representatives of PDMA, the Provincial Education Department, DDMC, District Education Officers (from all four pilot districts) with NGO representatives present as resource persons. The goal of the meeting is to Identify, map out and critique existing communication and coordination mechanisms between provincial and district levels in terms of school and village-level disaster management and school/village disaster management integration. Disaster management committees at school/village level may or may not exist; if the latter often turns out to be the case, the discussion should be re-oriented to focus on how at provincial level the establishment of the committees and integration of their respective work might be better orchestrated. Action plans are determined and made known to all key stakeholders.

- Stage 3. Efforts are made to establish coordination and communication mechanisms between provincial and district levels to better support and enable the integration of school-based and village-based disaster management. The question of how provincial level best communicates with and hears from those responsible for school and village disaster management is also addressed.

- Stage 4. The action proposals arising from stages 2 and 3 are implemented with identified provincial-level personnel in place to take forward implementation

and with independent personnel, perhaps from NGOs but otherwise from provincial government, appointed to monitor and periodically report on progress to the PDMA.

- Stage 5. Each year, provincial and district level representatives meet to consider the working of the mechanisms that have been put in place, to review progress and, as necessary, update coordination and communication mechanisms. Independent provincial monitors attend and report to the meeting.



*Joint session of CBDRM and SBDRM Committee Members*

# Chapter 08

## Piloting the Models

Adjusted according to context and exigencies of circumstance, three of the above models – models 1, 2 and 3 – were piloted, each in a different village in the district of Nowshera, between end-July and end-September 2016[94]. Prior to the piloting a number of preparatory steps were taken:

1. Identification of villages for linkages piloting (July week 1)

2. Orientation of HOPE'87, CARE and IDEA staff on linkages models (July week 3)

3. Developing an operational strategy for the piloting study (July week 4)

4. Identification and mobilization of SDMC/VDMC members (July week 4)

5. Orientation of SDMC/VDMC on linkages models (August week 1)

6. Conducting pre-pilot focus group discussions (August weeks 1 & 2)

7. Conducting pre-pilot individual semi-structured interviews (August weeks 1 & 2)

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[94] Model 4, involving a cluster of schools, and models 5 and 6, involving building vertical linkages between local and district and provincial levels, were considered too involved and unwieldy for implementation within the piloting period.

Both pre-pilot and post-pilot focus group and individual interviewing were guided by semi-structured interview schedules and other data collection instruments developed by the consultants (see *Appendix 2*).

## 8.1 Model 1 Piloting

Model 1 – relating to contexts with a functioning VDMC but with an active PTA not so far functioning as an SDMC - was piloted in the village of Aman Kot between the third week of July and mid-September. Given the actual circumstances in the village, i.e. an existing but inactive VDMC with a developed VDMP that, in consequence of inaction, had not been put into effect, the pilot (overseen by HOPE'87 officers) adhered to the following process:

1. Identification and finalization of arrangements with village school (July week 5)

2. Mobilization of PTC Members behind formation of SDMC (August week 1)

3. Training on SBDRM for PTC members (August week 2)

4. Developing School Disaster Management Plan (August weeks 2 & 3)

5. Conducting session on community involvement (August week 3)

6. Mobilizing community members on enlivening the VDMC (August weeks 3 and 4)

7. Conducting training on CBDRM for community members (August week 4)

8. Review of SDMP and VDMP to create synergies (September week 2).

Pre-pilot focus group and individual interviews in Aman Kot reveal a very positive response to the linkages project, on the one hand, but pragmatic reserve, on the other. 'It is a good idea for us because it develops people's thinking and also creates awareness about

disaster but only if the committee is run properly,' said one PTC member in focus group. 'We have expectations of this activity (if) we can work together and resources are available,' said another. 'There are no circumstances against this but we do need educated persons for the committee (so) that they can run things confidently and we need healthy and strong people for the committee,' said a third. 'We need training and also resources for emergency response,' said a fourth. 'For this whole activity and to make a linkage between SDMC and VDMC we need educated and strong, healthy persons,' said a fifth. Cautions with respect to lack of resources, insufficient, unreinforced training, and whether there would be sufficient committee members of sufficient capacity, skill and vigor are also prominent in the interviews with individuals attached to the VDMC. 'It depends on the committee framed for the purpose. A good committee can help the community and can achieve the goals,' said one community member. Another identified both regularity of training and regularity of meetings as vital: 'Regular meetings in this regard are required to share new ideas and experience and to make the members active. In the absence of regular meetings the members will be discouraged and no progress will be achieved. Refreshment training after every three months is needed.' 'For this activity, said a third, 'if the materials and resources are not available and also if there is no organizational support then it is impossible to carry on. If the committee members are not educated then it makes problems as they (do not) know how to exclude political interference.' This latter contribution also captures something found throughout the interview data: the need for ongoing organizational support from non-governmental organizations to prevent linkage initiatives from stalling or breaking down, especially in their

early stages. But, overall, the sense that progress is possible is evident. 'It is possible,' opined one community representative, 'because the committees are already formed and can be effectively used if they are given proper training and involve sincere people'.

A one-day training was given to eight PTC members by a HOPE'87 team with the object of familiarizing them with model 1. Facilitators initially found both a lack of interest and of comprehension on the part of participants but enthusiasm grew so that 'at the end all the participants were agreed to conduct the whole activity'. After a gap of some three weeks the eight PTC members received a two-day training on SBDRM from HOPE'87 officers and a district master trainer. The aim was to equip the PTC members with the knowledge and skills to function as an SDMC and also to enable them to actively support processes of SBDRM/CBDRM interlinking. A lack of familiarity

with DRR ideas and terms was revealed that delayed progress with the training schedule. Observed one trainer: 'It is difficult to conduct a meeting/training without any incentive. It affects the interest of participants.' A subsequent half-day activity to develop an SDMP facilitated by district master trainers led to the development of an SDMP but it proved very challenging for the PTC/SDMC members. District master trainers 'explained each section again and again but they didn't understand some sections'. 'It is very difficult to assign some task to the PTC alone,' concluded a HOPE'87 member present, 'without any support from an expert team'.

A few days after the SBDRM training, a one-day training for community members on CBDRM, organized by IDEA, was held. 'A participatory adult learning approach was adopted throughout the training. Techniques and tools used for effective delivery of the training were

interactive lectures, brainstorming, questions and answers, discussion, group work, presentations and case study sharing.' Participants took great interest, 'sharing their past experience of the 2010 flood. They were planning activities during group work and discussions.'



*Session with Village Disaster Management Committee*

The Aman Kot piloting of model 1 concluded with a half-day session in which PTC and VDMC members jointly participated alongside HOPE'87 staff, with an IDEA team leading the session. The agenda was to jointly review the SDMP and VDMP and their points of inter-linkage and potential synergies. 'The SDMC head explained the SDMP and its components. Then participants jointly reviewed the plans and identified the common activities to create synergies and to support each other.' These included co-conducting a school and community risk assessment and identifying mitigation measures to be conducted in common.

Post-pilot focus group and individual interviews reflect a general satisfaction with the process. 'The significant achievement is that SDMC and VDMC members are committed to work together in case of any disaster or incident,' said one PTC member. 'The joint review of SDMP and VDMP was a very fruitful activity,' said another. 'We are very happy that due to this linkages study our relationships have (become) more strong and we will work together in the future.' But there is also a frank acknowledgement that the linking of school and village committees stands on flimsy ground

without continued succour and support. 'One main things is that without support from government or NGOs, it is impossible to implement', said one focus group commentator. 'We have shortage of resources and that is why we can't take major steps,' said another. Literacy levels were seen as a real obstacle to progress, as were energy levels of some of the committee members involved. 'The PTC members are not very active and are not taking an interest in implementing the pilot phase,' complained one village committee member. There were fairly frequent calls to recruit younger and more energetic SDMC and VDMC members. One VDMC member observed: 'most of the members are illiterate and not active. We would suggest to include young social workers to implement these kinds of project'. One PTC member proposed including religious leaders, young and active PTC members 'who have some knowledge of DRR and have some communication skills so that they can motivate other peoples'. He further called for including a minimum of five days training for all SDMC and VDMC members. Yet another called for the launch of a 'comprehensive program of linkages' backed by 'active PTC members and social workers'. In the post-pilot interviews, lack of time available to those engaged in the interlinking process, shortages of resources and lack of follow-up and aftercare following the initial training were also cited as actual or potential hindrances standing in the way of forging effective, working linkages between village and school in disaster management.

## 8.2 Model 2 Piloting

Model 2 – relating to contexts where there is a functioning VDMC and an active SDMC but no integration between them - was implemented in the village of Muhib Banda between the end of July and mid-September 2016. The piloting

veered from the original model in that the village school PTA was not functioning as an SDMC as such although, under its auspices, the school was actively engaged in VDMC activities. Piloting included the following:

1. Baseline investigation to ascertain the level of school involvement in CBDRM activities
2. Orientation of VDMC on linkages models
3. Joint session between PTC and VDMC
4. Mobilization of PTC members for formation of SDMC
5. Training on SBDRM for SDMC members
6. Development of SDMP
7. Joint review of SDMP and VDMP to identify and create synergies

In Muhib Banda a pre-pilot focus group interview was held with eight VDMC members, as was an individual interview with the Village Council/VDMC Chairman. VDMC members felt 'it was a very good idea to develop the linkages between school and community. We have a strong social link with one another. Teachers, students and PTC members are also part of our social system and our village. We have already linkages with each other but what's new in the pilot phase is that now we have to develop the linkages for specific purposes and that is to combine efforts to cope with disasters.' The VDMC members saw themselves as carrying the burden of responsibility for the pilot 'because there is no committee on the school level which is working for disaster management'. Their task was to 'convince the members of the PTC and the teachers of the school about the formation of a committee which will work for disaster management at school level.' The VDMC Chair described the development of linkages as 'new for me' but nonetheless a 'very positive step towards disaster risk reduction in our village'. 'By working together,' he added, 'the community members and school teachers,

students and PTC members can work effectively and efficiently for DRR.' The village, he emphasized, had the advantage of already existing strong social links between school staff and the community combined with a village-wide attachment to DRR. On the debit side both the Chair and VDMC members recognized the difficulties the initiative faced given the financial weakness of villagers who, as unskilled labourers, had to spend long hours working in the fields and so had little time to spare for participating in linking activities. The VDMC Chair also noted the lack of DRR equipment and financial backing.

To trigger the pilot, an IDEA team visited the village to gauge, through a meeting of interested parties, the level and quality of school engagement in CBDRM activities. It was established that while teachers and students from the village schools were engaged in community DRR activities (in the form of hazard and risk assessments and awareness/transect walks), the PTA as such was not actively involved. It also emerged that there was strong support for involving schools in a more structured and thoroughgoing way in CBDRM activities. 'If we involve schools in CBDRM, it should and can better protect the schools and its children from the devastating consequences when hazards strike. This will not only help the PTC in solving its school-related issues, it will bring preparedness measures on one track. Ignoring the involvement of schools in CBDRM activities will not help in decreasing the vulnerability of schools.' Government notification that the Chairs of Village Councils would in future be members of the village school PTC was aired at the meeting as a beneficial development as were proposals for joint SDMC/VDMC training in disaster management.

A few days' later VDMC members were given orientation on the linkages models in general and on Model 2 in particular in a session facilitated by an IDEA officer. VDMC members expressed commitment to building linkages with PTC members. 'PTC and VDMC members have no coordination with each other. PTC members are part of the community and have indirect links with the VDMC but formal coordination and links will be more effective.' That said, they pointed out that, to be truly effective, any linkages created need to be backed by a budget and by resources,



*Session with School Teachers*

A first joint session between VDMC and PTC members followed. 'During the discussion, VDMC members briefed the PTC members about duties and responsibilities while working as an SDMC' and 'the importance of an SDMC was explained in detail'. VDMC members shared their progress so far with PTA members present and agreed to 'help PTC members from time to time at times of need'.



*Session with Community Members*

The joint session was followed by a session to mobilize and train PTC members so they were in the position to form and operate as an SDMC. The earlier joint session had clearly been helpful in that PTC members came well briefed on the linkages model, the work of the VDMC, and the importance of establishing an SDMC

for the school with close links to the VDMC. 'Their concept was clear about what's going on and how they will work.' While clearly interested in developments, the perennial questions concerning fragile finances in support and lack of 'hard' equipment for dealing with hazards yet again emerged.


*Joint session with SDMC and VDMC*

As the piloting process moved forward SDMC members worked on developing their SDMP as part of an ongoing cascade-style training program in the district. To close the piloting, a joint session of VDMC and PTC was held in the village to review respective disaster management plans, discuss operational considerations, and ask questions of each other's work and progress. VDMC members agreed to support the PTC as and when called upon and members of both committees reinforced their earlier call for the provision of 'hard components' such as DRR kits to help them in their work.

Post-pilot interviews reveal VDMC satisfaction at having activated an SDMC with members trained in DRR. Establishing the joint working of the two committees was viewed as the most significant achievement, with the joint review to identify potential linkages being particularly appreciated. The interviews reveal that meetings with schoolteachers and village elders had also taken place and a community session on establishing linkages held. 'The remarkable change in people's attitudes,' said one focus group member, 'is that they are taking an interest in developing strong relationships between schools and communities.' For the VDMC Chair, the most important attitudinal

shift was that the community had 'understood the importance of joint working and planning to do it in a very positive way'.

## 8.3 Model 3 Piloting

Model 3 – relating to contexts in which there is an active PTC with a developed disaster management function but where an established or flourishing VDMC is lacking – was piloted in the villages of Shahbaz Garh and Aza Khel Payan from late-July until late-September 2016. In Shahbaz Garh, the focus was primarily upon consolidating and vivifying the work of the VDMC before building connections with the PTC. In the first week of August, an orientation and mobilization session on the linkages models was held for VDMC members, particular emphasis being placed on understanding the details of model 3. There was a general acceptance of the importance of linking CBDRM and SBDRM and of building links between the VDMC and PTC. While recognizing that indirect links already existed in that PTC members actively participated in the wider community, it was nonetheless felt that 'formal coordination and links will be more effective'. There were some qualms expressed that inter-linkages 'will disturb the routine study timetable of students and teachers'. Some two weeks later refresher training on CBDRM was provided for the VDMC covering, inter alia, basic terms and concepts, hazard profiles, early warning systems, emergency response management, developing DRM, contingency and CBDRM plans, and mainstreaming DRR into development planning.

Two days later, a highly participatory session on village disaster management planning was held for VDMC members. The IDEA team diary for the day has the following:

> The team started the development of (the) VDMP. At the beginning the village geographical location and topography

were identified with the help of community people. An elder of the VDMC helped in the identification of the geographical boundaries of the village and potential areas that are to be considered hazardous. The professions of the local community were discussed in detail and recorded. After this a short activity was conducted regarding the (disaster risk) mitigation plan. Needs and suggestions were drawn on the chart. Participants shared and incorporated their mitigation schemes, both structural and non-structural. After this, preparedness and response planning was also carried out in which safe evacuation routes to safe havens, the capacity of safe havens and EWS (early warning system) responsibilities and channels were discussed in detail. The number and type of available vehicles were also confirmed.

The meeting ended with the consolidation of all that had been collected into an Early Action Plan (i.e. the nascent VDMP).

The closing activity of the pilot brought the VDMC and PTA (as SMDC) together. The work of the SDMC was first explained and each portion of the SDMP elaborated. After a question and answer session, the general secretary of the VDMC briefed those present on the role, importance and purposes of the VDMP. He followed this by identifying areas where the two bodies could cooperate and coordinate. After discussion participants went on to identify potential links in the two plans that could be acted upon.

In Aza Khel Payan village, HOPE'87 staff supported by CARE and IDEA trainers conducted two days of training on CBDRM in mid-August 2016 for eight VDMC members

using participatory learning processes throughout. This event was followed by two days of training on SBDRM in late August for eleven PTC (SDMC) members conducted by district master trainers (with a HOPE'87 team observing and monitoring). At the end of September 2016 VDMC members and SDMC members came together to conduct a joint review of the village and school disaster management plans. Representatives of HOPE'87, CARE and IDEA observed. The chairs of the two committees explained their respective disaster management plans in some details. The plans were reviewed and potential links between the two plans identified. Participants, it was reported by an observer, were 'ready to work jointly and ready to support each other'.

In the run-up to the two pilots, there was a very positive response to the idea of building links between SBDRM and CBDRM. A VDMC General Secretary speaking prior to his village pilot felt that interlinking was 'a good idea and obviously realistic too'. If successful, disaster risk management would 'no more be a secret but everyone will know about it'. But there would be no escaping the 'hard and practical work'. An Aza Khel Payan VDMC focus group member likewise foresaw a key benefit in the integration of village and school disaster management as lying in the creation of keener disaster awareness and responsiveness across the community. Another warned in advance of the dangers to the project from the involvement of uneducated and docile committee members, and also of the inherent danger of political rivalries. 'Whenever we are making a committee, then political conflict can be expected and also difficulties in collecting people for the committee.'

Post-pilot interviews in both villages were very positive about the pilots. 'The implementation

phase of the project has been completed successfully with support from NGOs,' said a Shahbaz Garh VDMC focus group member. 'The most significant achievement is that the relationship has been developed between school and communities.' 'The pilot was very productive and useful,' said a VDMC Chair. 'Through the pilot the coordination between SDMC and VDMC members improved; these committee members will sit under one umbrella and will resolve problems with the help of each other.' To ensure continuing commitment and success the following were needed according to members of VDMC focus groups from the two villages: active and younger VDMC members amongst which should be social workers; financial resources; technical support from NGOs; the availability of continuous, reinforced training. There were reservations around whether teachers and community members had the space and time to make linking really effective. As one VDMC Chair put it: 'it is very challenging for teachers to give proper timing for such type of activities because they are already stuck in their school activities. Most people belong to poor families for whom full participation in such activities is difficult. Lack of awareness is also a reason (to worry about success). To overcome such challenges, more awareness sessions should be conducted.' On the plus side, one interviewee discerned that a very important but, in the short term barely detectable, outcome of the pilots would be the emergence of a sense of loyalty and emotional bonding between members of the two committees. The inter-committee relational 'chemistry' emerging from the pilots might, indeed, augur well for positive future developments.

## Concluding Remarks

Implemented within a very limited time period and with little space available for participants to fully internalize new learning, the pilots of the three models proved remarkably successful. The idea of forging close linkages between school-based and community-based disaster management came, to many, as a startlingly new idea but an idea that made, in principle, very good sense. Post-pilot interviews reveal a strong commitment on the part of many SDMC and VDMC members to the idea and a readiness to move the idea on and make it work.

That said, there was a keen realization that there were a number of obstacles standing in the way of progress. Lack of financial support is a key obstacle as is the perceived failure of the authorities to meet local demands for disaster prevention hardware. Integration of school-based and community-based disaster

management needed a budget it was felt. Also, it would not do to put coordination plans in place that could not be fully put into effect because of lack of equipment and other appurtenances for disaster risk management.

A further key obstacle in realizing the effective inter-linkage of SBDRM and CBDRM as identified by many interviewed was that training would not be sufficiently reinforced. While the training given was, for the most part, greatly appreciated, a significant number of participants worried that instituting integrated disaster risk management was of an order of complexity that required repetition and sustained reinforcement of training. This point links to the quality and aptitude of members of PTA and VDMC. There are recurring calls in the interview data for an upgrading of committee membership to include younger, more dynamic, individuals, also social workers and religious leaders. From the data offered by pilot facilitators it is clear that some participants found the ideas presented hard to understand, thus slowing down program delivery considerably. Writing on child-centred DRR often makes the point that youth can provide role models and a bridge to the adult world for children. Bringing youth onto committees and into pro-active key roles in the integration of school and community disaster risk management would seem a very sound direction to take.

Recognizing the complexities of what was being asked of them, participants in the pilots were also anxious to be reassured that NGO officers would represent a continuous presence at least through the maturation process of a longer piloting. This point links to the call for more sustained training and for the recruitment of a more dynamic membership to village and school committees as they take integration forward. This suggests that, in any furtherance

of the developments described in this report, a longer-term piloting should be instituted allowing for sustained refreshment of training, new recruitment to committees, and regular, more continuous, involvement of NGO officers as advisers, facilitators, trouble-shooters, observers and monitors. Any longer-term piloting should also be extended to incorporate all six models.

# Appendices

## Appendix 1. Inter-linkages between school-based disaster risk management and community-based disaster risk management: Semi-structured interview schedules (SSIS)

### Section 1: Introduction

This document lays out individual and focus group semi-structured interview schedules for discussions with key stakeholders in present and impending efforts to coordinate school- and community-based (or village) disaster risk management within Khyber Pakhtunkhwa, Pakistan.

To cast the net widely, it is recommended that focus group and/or individual interviews or consultation workshops bringing different groups together for both separate and mixed discussion sessions be held as follows:

1. PTC (functioning as SDMC) as focus group

2. CDMC (VDMC) as focus group

3. Joint PTC/CDMC (VDMC) as focus group

4. Individual interviews with members of District Disaster Management Unit (DDMU)

5. Members of Union Council Disaster Management Committee (UDMC) as focus group

6. Key stakeholder focus group (including HOPE'87, CARE International, IDEA and other NGOs; academics; other significant, independent players)

7. Education managers as focus group

8. Individual interviews with representatives of Provincial Disaster Management Authority (PDMA)

9. Individual interviews with representatives of provincial disaster management

authority (PDMA) and provincial education department

10. Individual interviews with representatives of national level disaster management involved in new disaster management initiatives

Note: An SSIS gives only lead questions to trigger each section of the interview. It is important that the interviewer follow up by asking further questions based upon what is said in response. In a focus group interview it is important, once someone has responded, to ask for opinions and perspectives upon what has just been said by others.

## Section 2: Semi-structured interview schedule
## 1. PTC (functioning as SDMC) as focus group

We suggest that PTC (SDMC) focus groups take place involving at least three districts at a venue suggested by Hope'87/Care International. We suggest a 60-90-minute focus group session with up to 10 participants.

- What does your school currently do to cope with and reduce harm from natural hazards (such as earthquakes, flood, landslides and storms)?

- What part do you play as a member of the PTC in helping your school cope with and reduce harm from natural hazards?

- Do you as a member of the PTC ever work with community members to cope with and reduce harm from natural hazards? What do you do?

- What more do you think schools should or could do to be better protected from harm when natural hazards strike?

- What more do you think your PTC should or could do to better protect

your school and its children from harm when natural hazards strike?

- In your view, should efforts to reduce harm from hazards at school be linked to efforts to protect the whole community? If so, how? How could the PTC helping in linking school and community?

- What do you think children and youth could do to help reduce harm from natural hazards at school and in the community? Is it a good idea to get children and youth involved?

- What do you think the members of the community might do to reduce danger to school from hazard? Are they doing something already?

- What kind of training for PTC members and community members might be welcome so school and community can better work together to reduce danger from hazards?

- What do you think of the idea of the school becoming the centre of community effort to reduce danger from hazards?

- Should schools work together in clusters to protect themselves and their children from disasters? If that happened, how might it work?

## 2. CDMC (VDMC) as focus group

We suggest that CDMC (VDMC) focus groups take place involving at least three districts at a venue suggested by HOPE'87/Care International. We suggest a 60-90-minute focus group session with up to 10 participants.

- What does your CDMC (VDMC) currently do to cope with and reduce harm from natural hazards (such as earthquakes, floods, landslides and storms)?

- How does your CDMC (VDMC) currently work with schools, teachers and students and the school PTA to cope with and reduce harm from natural hazards?

- What more do you think CDMC (VDMC) should and could do to collaborate with schools, teachers, students and PTA in order to better protect schools and children from harm when natural hazards strike?

- What do you think children and youth could do to help reduce harm from natural hazards at school and in the community? Is it a good idea to get children and youth involved?

- What do you think the members of the community might do to reduce danger to community and school from hazard? Are they doing something already?

- What kind of training for community members and PTC members might be welcome so community and school can better work together to reduce danger from hazards?

- What do you think of the idea of the school becoming the centre of community efforts to reduce danger from hazards?

- Do you think the District Disaster Management Authority has a part to play in bringing together community and school in helping prevent disasters? Is it doing something already?

- Do you think the Union Council Disaster Management Committee has a part to play in bringing together community and school in helping prevent disasters? Is it doing something already?

- Should schools work together in clusters to protect themselves and their children from disasters? If that happened, how might it work?

### 3. Joint PTC/CDMC (VDMC) as focus group

Here we suggest that focus group interviews take place involving at least two different districts that have not been represented in the PTC and CDMC focus group interviews. Each focus group should have balanced representation from the village and parent/teacher committees in the same locality, perhaps 10 participants in total. They might take place at the same venue that is chosen by HOPE'87/Care International. We suggest a 60-90-minute focus group session.

- What does your school currently do to cope with and reduce harm from natural hazards (such as earthquakes, flood, landslides and storms)?

- What does your CDMC (VDMC) currently do to cope with and reduce harm from natural hazards (such as earthquakes, floods, landslides and storms)?

- Do you as members of the PTC and CDMC currently work together to cope with and reduce harm from natural hazards?  If so, what do you do?

- What more do you think schools (PTC, teachers, students) and CDMCs should or could do together to better protect schools and communities from harm when natural hazards strike?

- What do you think children and youth could do to help reduce harm from natural hazards at school and in the community? Is it a good idea to get children and youth involved?

- What do you think the members of the community might do to reduce danger to community and school from hazard? Are they doing something already?

- What kind of training for PTC members and community members might be welcome so school and community can better work together to reduce danger from hazards?

- What do you think of the idea of the school becoming the centre of community efforts to reduce danger from hazards?

- Should schools work together in clusters to protect themselves and their children from disasters? If that happened, how might it work? Could you have clusters of communities, too?

- Do you think the District Disaster Management Authority has a part to play in bringing together community and school in helping prevent disasters? Is it doing something already?

- Do you think the Union Council Disaster Management Committee has a part to play in bringing together community and school in helping prevent disasters? Is it doing something already?

- You are here representing either a PTC or CDMC. In terms of possibly working together to better protect the community and school from disaster risk, what would you like to say to the members of the (PTC/CDMC) gathered here?

## 4. Members of District Disaster Management Authority (DDMA) as focus group

We suggest that focus group interviews take place with members of two different district disaster management authorities, interviewed separately. We suggest a 60-90 minute focus group session with 4-6 participants in each case.

- What do you think about the idea of linking together disaster risk management efforts in community and at at school? What advantages and disadvantages do you see in building links?

- Does your annual district disaster management plan specifically promote inter-linkages between community and school for disaster risk management efforts? If so, please explain the details.

- You are responsible for monitoring the implementation of annual district disaster management plan. What has your monitoring revealed about the level and quality of integration of community-based and school-based disaster risk management? Is integration happening? If so, can you give examples? From your monitoring what lessons have you learnt about inter-linking that you are thinking of including in next year's district disaster management plan? If inter-linkages are not being developed, why not? What are the obstacles?

- As the DDMA you are also responsible for capacity building and training for disaster risk management. Have you brought school and community capacity building and training together? If so, how have you done this and with what results?

- DDMA is responsible for the close coordination of disaster risk management at local levels. Under this heading, are you actively encouraging district wide inter-linkages between school and community-based disaster risk management?

- Do formal links already between community and school disaster risk management efforts? If so, can you describe them?

- What channels of communication and information sharing exist between community and school in terms of disaster risk management initiatives? Are they effective? If they don't exist would it be helpful to create links? If so, what kinds of links do you envisage?

- What do you think of the idea of the school becoming the centre of community effort to reduce danger from hazards?

- What do you think children and youth could do to help reduce harm from natural hazards at school and in the community? Is it a good idea to get children and youth involved?

- What do you think the members of communities and villages might do to reduce dangers to community and school from hazard? Are they doing something already?

- Should schools work together in clusters to protect themselves and their children from disasters? If that happened, how might it work?

- Do you think the Union Council Disaster Management Committee has a part to play in bringing together

community and school in helping prevent disasters? Is it doing something already?

- In what ways, is the Provincial Disaster Management Authority (PDMA) fostering community-and school-based disaster risk management linkages? Please elaborate. What else might the PDMA do to reinforce the links?

- Do you know of national developments to bring school and community-based disaster management together? What do you think of these developments?

## 5. Members of Union Council Disaster Management Committee (UDMC) as focus group

We suggest that focus group interviews take place with members of two different union council disaster management committees, interviewed separately. We suggest a 60-90 minute focus group session with 4-6 participants in each case.

- What do you think about the idea of linking disaster risk management efforts in community and at school? What advantages and disadvantages do you see in building links?

- Your UDMC is tasked with promoting community participation in disaster management planning. What does this mean in practice? Do you bring school-based and community-based disaster management efforts together for joint planning? If so, how does this work? If not, what is preventing it happen?

- We understand that national and provincial policy documents do not insist upon specific village or

community level disaster disk management approaches. How have you filled the gap?

- In your locality, have there been good examples of linking disaster management efforts between school and community? If so, can you describe them in some detail? What part do you play as a committee in supporting the links that exist?

- What kinds of formal/informal links are already in place between community-based and school-based disaster risk management?

- What channels of communication and information sharing exist between community and school for disaster risk management efforts? Are those channels effective? If they don't exist would it be helpful to create links? If so, what kinds of links do you envisage?

- Do you think community-based and school-based based disaster risk management plans should be be integrated in the future?

- To what extent is there already joined-up planning between community and school for disaster risk management efforts? If so, can you giver some examples?

- What do you think of the idea of the school becoming the centre of community efforts to reduce danger from hazards?

- What do you think children and youth could do to help reduce harm from natural hazards at school and in the community? Is it a good idea to get children and youth involved?

- What do you think the members of communities and villages might do to reduce dangers to community and school from hazard? Are they doing something already?

- What coordination occurs between your committee and the district disaster management authority especially with regard to coordinating school-based and community-based disaster management?

- Should schools work together in clusters to protect themselves and their children from disasters? If that happened, how might it work?

- In what ways, is the Provincial Disaster Management Authority (PDMA) fostering disaster risk management linkages between school and community? Please elaborate. What more might the PDMA do to reinforce the links?

## 6. Key stakeholder focus group

This group should include HOPE' 87 personnel, representatives from Care International and other NGOs, local academics and other significant, independent players.  We suggest a 60-90-minute focus group session with up to 10 participants.

- What do you think about the idea of linking community-and school efforts for disaster risk management? What advantages and disadvantages do you see in building links?

- Looking at the disaster management picture, provincial through local, in KP province, what is the current 'state of the art' in linking together community-based and school-based disaster risk management?  Is it happening? If so, to what degree? Are

there success stories? If not, what is standing in the way of progress?

- Do provincial disaster management policies and district management plans promote inter-linkages between community-based and school-based disaster risk management? If so, what are the kinds of inter-linkages and depth of inter-linkage proposed and promoted?

- Can you describe best examples of structural links being developed between community and school-based disaster management? Are there examples where those links have foundered?

- Can you give examples of innovative channels of communication and information sharing being established between community-based and school-based disaster management committees? Have such channels been hard to maintain and, if so, why?

- Do you think community-based and school-based based disaster risk management plans could be integrated? Please elaborate your answer.

- To what extent is there already joined-up planning between community and school efforts for disaster risk management? If so, how does this happen and how has it been developed? If non-existent, how might it be established? What would be the advantages and disadvantages?

- What do you think of the idea of the school becoming the centre of community effort to reduce danger from hazards?

- What do you think children and youth could do to help reduce harm from natural hazards at school and in the community? Have you seen examples of children and youth playing a significant or useful role?

- How effective in terms of supporting and reinforcing inter-linkages between community-based and school-based disaster management is the vertical coordination between localities, union councils, District Disaster Management Authorities and the Provincial Disaster Management Authority?

- What has been the role and significance of the education authorities at successive levels, local to provincial, in helping develop linkages between community-based and school-based disaster management?

- Should schools work together in clusters to protect themselves and their children from disasters? If that happened, how might it work? If school clusters are a good idea, what about clusters of communities/villages?

- Are you overall hopeful or pessimistic about the development of SBDRM/CBDRM inter-linkages? Please elaborate your answer.

## 7. Education managers as focus group

We suggest a group of 6-8 education managers from different districts and representing different levels including one or more principals, one or more district education officers and one or more provincial education officers. We suggest a 60-90-minute focus group session.

- What do you think about the idea of linking community and school efforts for disaster risk management? What advantages and disadvantages do you see in building links?

- Can you explain the role played so far by the education sector in promoting inter-linkages between school-based and community-based disaster risk management? Is the development of inter-linkages written into education policy? If so, how is the policy implemented and monitored?

- Can you gauge the present level of accomplishment in bringing community-based and school-based disaster risk management together? What have been some successes? What have been the problems?

- How does the education sector at provincial level coordinate with the Provincial Disaster Management Authority? Is there specific coordination aimed at bringing community-based and school-based disaster risk management together?

- How does the education sector liaise with the district disaster management authorities and union council disaster management committees in taking forward school-based disaster management and, specifically how does it liaise with them with the aim of bringing school-based and community-based disaster risk management together?

- What has been the role of the education authorities at successive levels, local to provincial, in helping develop linkages between community-based and school-based disaster management?

- Should schools work together in clusters to protect themselves and their children from disasters? If that happened, how might it work?
- What are principals saying about the usefulness and viability of bringing school-based and community-based disaster risk management together? Are they generally in favour of the idea or are they sceptical?
- What do you think of the idea of the school becoming the centre of community effort to reduce danger from hazards?
- What do you think children and youth could do to help reduce harm from natural hazards at school and in the community?
- Are you hopeful or pessimistic about the development of inter-linkages? Please elaborate your answer.

We suggest here one or two individual interviews with representatives of PDMA, lasting 60 minutes.

- What do you think about the idea of linking community- and school-based disaster risk management? What advantages and disadvantages do you see in building links?
- In its policy formulating function, has the PDMA included policy directed towards inter-linkages between school-based and community-based disaster risk management? If so, what specifically has been proposed?
- Has the promotion of inter-linkages between school- and community-based disaster risk management involved cross-sectorial and intra-

governmental coordination? If so, please elaborate your answer.

- In reviewing the work of district disaster management authorities, what has been noticed about their coordination of inter-linkages between community-based and school-based disaster risk management? Have they included interlinking in their annual district disaster management plans? Have they organized joint school-based and community-based capacity building and training? Have they pressed for inter-linkages under their remit of coordinating disaster risk management at local level?

- Are there good examples of district coordination linking schools and communities in disaster risk management?

- Are Union Council Disaster Management Committees proving effective in promoting community participation in planning and in linking local stakeholders together; specifically, are they promoting school and community disaster risk management inter-linkages and partnerships?

- What, in your view, are the principal obstacles standing in the way of effective linking of school and community-based disaster management? How might these obstacles best be overcome?

- Do structural links already exist between community- and school-based disaster risk management, what are those links and how might the links be strengthened in very practical ways?

- What channels of communication and information sharing exist between community-based and school-based disaster risk management efforts?

- Do you think that in the future community-based and school-based based disaster risk management plans should be integrated? Please elaborate your answer.

- Are there any examples of joined-up planning between community-based and school-based disaster risk management committees (i.e. PTCs)?

- More specifically, have linkages been established between community-based and school-based disaster risk assessment? Between community-based and school-based early warning mechanisms? Between community-based and school-based disaster preparedness initiatives?

Between community-based and school-based disaster emergency procedures (including emergency stockpiling, access and escape routes)? If not so far established, what linkages might in the future in each case be established?

- What do you think of the idea of the school becoming the centre of community efforts to reduce danger from hazards?

- What do you think children and youth could do to help reduce harm from natural hazards at school and in the community?

### 9. Individual interviews with representatives of provincial education department

We suggest here one or two individual interviews with representatives of the

provincial education department, lasting 60 minutes.

- What do you think about the idea of linking community- and school-based disaster risk management? What advantages and disadvantages do you see in building links?

- In its policy formulating function, has the provincial education department included policy directed towards fostering inter-linkages between school-based and community-based disaster risk management? If so, what specifically has been proposed?

- Has the promotion of inter-linkages between school- and community-based disaster risk management involved cross-sectorial and intra-governmental coordination in which you have been involved? If so, please elaborate your answer.

- In reviewing the work of district education offices, what has been noticed about their coordination of inter-linkages between community-based and school-based disaster risk management? Have they included interlinking in their annual district education plans? Have they organized joint school and community capacity building and training? Do district education offices have a remit to coordinate disaster risk management at local school level?

- Are there good examples of district coordination linking schools and communities in disaster risk management?

- What, in your view, are the principal obstacles standing in the way of effective linking of school and

- community efforts for disaster management? How might these obstacles best be overcome?
- Do structural links already exist between community- and school-based disaster risk management, what are those links and how might the links be strengthened in very practical ways?
- What channels of communication and information sharing exist between community and school efforts for disaster risk management?
- To what extent is there already joined-up planning for community and school disaster risk management efforts? If so, how does this happen and how has it been developed? If non-existent, how might it be established? What would be the advantages and disadvantages?
- More specifically, have linkages been established between community-based and school-based disaster risk assessment? Between community-based and school-based early warning mechanisms? Between community-based and school-based disaster preparedness initiatives? Between community-based and school-based disaster emergency procedures (including emergency stockpiling, access and escape routes)? If not so far established, what linkages might in the future in each case be established?
- What do you think of the idea of the school becoming the centre of community effort to reduce danger from hazards?
- What do you think children and youth could do to help reduce harm from

natural hazards at school and in the community?

## 10. Individual Interviews with National Disaster Management Authority (NDMA)

We suggest here one or two individual interviews with representatives of NDMA, lasting 60 minutes.

- What do you think about the idea of linking community- and school-based disaster risk management? What advantages and disadvantages do you see in building links?
- Has the NDMA framed or developed policy directed towards promoting inter-linkages between school-based and community-based disaster risk management? If so, what specifically has been proposed?
- Can you explain NDMA's role in developing a cross-sectorial approach to disaster risk management at all levels, national to village. How at various levels does the NDMA work with the education sector? How successful has the collaboration been and how has this influenced (positively or negatively) the development of school and community-based disaster management links?
- What, in your view, are the principal obstacles standing in the way of effective linking of school and community-based disaster management? How might these obstacles best be overcome?
- Do structural links already exist between community- and school-based disaster risk management, what are those links and how might the links be strengthened in very

practical ways?  What is the role of NDMA here?

- Do new initiatives on disaster risk management at national level directly or indirectly address the importance of linking between community-based and school-based disaster management?  If so, in what ways?

- What do you think of the idea of the school becoming the centre of local community effort to reduce danger from hazards?

- What do you think children and youth could do to help reduce harm from natural hazards at school and in the community?  Is there a role for children and youth in disaster risk reduction within national policy development?

*David Selby & Fumiyo Kagawa, Sustainability Frontiers, 6 January 2016*

## Appendix 2. Pre- and Post-Pilot Data Collection Instruments

***Piloting Diary***

Hope'87 and CARE team members orchestrating and monitoring the pilots should each maintain a regular diary during the piloting period in which they record impressions of key conversations, meetings and events that are germane to gaining a picture of what takes place, what the achievements and challenges of the pilot are, and what its impacts and reverberations are. In terms of 'conversations' they should regularly ask questions such as 'How are things going?' 'What challenges are you facing?' and 'How are you feeling about progress?' They should keep diary notes on key points.  Significant passages from the diaries should be translated and made available to the consultants. Each diary entry should indicate date, and the number and

details (i.e. affiliation and position) of those described.

***Pre-Pilot Focus Group and Individual Semi-structured Interviews***

Once the nature of the pilot has been disseminated and understood, members of the HOPE'87 and CARE team should conduct semi-structured interviews with focus groups of significant figures in the pilot and individual interviews with those deemed especially central to the outcome of the pilot. Questions to ask:

- Have you understood the nature of what is being implemented? If not, what have you not understood and what further explanation or elucidation do you require?
- How do you perceive the purposes of the pilot? Is what is being attempted a good idea? Is it realistic? What are your hopes for the pilot? What are your doubts?
- What do you think the key challenges and obstacles will be in trying to implement the pilot project? Please elaborate each.
- What do you see as your role in the implementation of the pilot? What can you do to best ensure the pilot is a success?
- What needs to happen soonest if the pilot is to be a success?
- How high are your expectations of what is being attempted?

Semi-structured interviews should be selectively transcribed and transcriptions translated and forwarded to the consultants.

***Post-Pilot Focus Group and Individual Semi-structured Interviews***

At the end of the piloting period the HOPE'87 and CARE team should conduct semi-structured interviews with the same focus groups of interviewees as in the pre-pilot period and the same individual interviews with those deemed

especially central to the outcome of the pilot. Questions to ask:

- What is your general impression of how the pilot implementation has gone?
- What, in your view, have been the most significant achievements?
- What, in your view, have been the most serious challenges and obstacles faced? How successful have been efforts to overcome them?
- If you were to implement the pilot again what things would you do in the same way and what things would you do differently? How would you do them differently? Would you reorder or adjust the implementation steps in any way?
- How has the pilot changed the way you think about school-based and community-based disaster risk management, the importance of linking them and the best ways to link them?

- In the localities where the pilot has taken place what are the most marked and significant changes that you see in people's attitudes to disaster risk management and how things are done?

Again, semi-structured interviews should be selectively transcribed and transcriptions translated and forwarded to the consultants.

### Post-Pilot Focus Group with HOPE'87/CARE Pilot Teams

Following submission of diary and interview data to the consultants, the HOPE'87/CARE teams will engage in a Skype semi-structured interview with the consultants to clarify outstanding issues and share their general impressions of the pilots.

## Acknowledgements

## About the Authors

David Selby and Fumiyo Kagawa are, respectively, Founding Director and Research Director of Sustainability Frontiers, an academic non-governmental organization specializing in the fields of climate change, disaster risk reduction and peacebuilding education. Their recent publications include: *Disaster Risk Reduction Education Tool Kit* (Caribbean Disaster Emergency Management Agency, 2014); *Child-friendly Schooling for Peacebuilding* (UNICEF, 2014); *Towards a Learning Culture of Safety and Resilience* (UNESCO/UNICEF, 2014) *and Disaster Risk Reduction in School Curricula: Case Studies from Thirty Countries* (UNESCO/UNICEF, 2012). http://www.sustainabilityfrontiers.org