EDUCATION SECTOR SNAPSHOT for COMPREHENSIVE SCHOOL SAFETY and EDUCATION IN EMERGENCIES

BANGLADESH



Brihatkara Government Primary School is doing Education in flood Emergency with the support of Education Cluster Partner, Manob Mukti Sangstha (MMS), in Dala Union of Shahjatpur sub-district under Sirajgonj District. *Photo source: MMS, Sirajgonj*

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I. INTRODUCTORY DEMOGRAPHICS

Bangladesh is categorised as one of the world's most disaster prone and climate vulnerable countries, and is particularly susceptible to recurring floods, cyclones and earthquakes. With a population of more than 158 million, it is the world's eighth most populous country and is also one of the most densely populated (World Population Review, 2013); of which about 36 million are of school age (5-14 years) (CIA Fact Book, 2013).

It is bordered on the west, north and east by India, on the south-east by Myanmar, and on the south by the Bay of Bengal. The majority of the country is low-lying and floodplains occupy around 80% of the country. Despite considerable economic and social change it still ranks low on a number of economic and development indicators which compounded with its geography and climate continue to make the country vulnerable to the impacts of natural hazards and climate change.

Despite its vulnerable geographical location, topography and resource constraints, success stories have started to emerge. Namely the investments made by the Bangladesh Meteorological Department in early warning systems that have allowed for a much greater coverage of surface and upper air observation equipment and the better coordination between departments, districts, NGOs and local communities when a cyclone or flood is likely to affect a particular region. In 1991, over 190,000 people were killed as a result of a cyclone but in 2007 when a similar cyclone tore through the country just 4234 were killed; thus demonstrating that Bangladesh has begun to develop a much more robust and sustainable path from which to prepare and respond to future climate and disaster related impacts.

2. EDUCATION SECTOR OVERVIEW

2.1 Structure of the Education System

The education system in Bangladesh can broadly be divided into three main stages: pre-primary/primary, secondary and tertiary:

- i) Pre-primary and primary: pre-primary education lasts just one year and takes place prior to entry into the primary school; primary education lasts five years and is both free and compulsory for children aged 6-10 years (grades 1-V). By 2018 primary schooling will be extended to grade 8;
- secondary education: lasts seven years (grades VI-XII) and is further sub-divided into three sub-stages: 3 years of junior secondary; two years of secondary and two years of higher secondary;
- iii) tertiary education: (18+ years) ranges from 3-5 years and is provided by universities (Ministry of Education, 2010).

Primary education is made up of the general and madrasah streams; and at the secondary level, there are three streams – i) general (inclusive of pure and applied science, arts, business and social science), ii) madrasa (focuses on the ideals and doctrines of Islam as well as sharing some core courses from the general stream) and iii) technical-vocational (including agriculture, engineering, medical, textile, leather technology and ICT).

In addition, the education system provides adult and non-formal education. Adult education aims to offer illiterate people (above the age of 15 year) with a set of basic skills around reading, writing and numeracy; whilst non-formal education complements the formal primary education stream by

providing children that cannot attend school 100% of the time or have to drop-out a set those skills that they were not able to acquire during primary.

Lastly, there are Qwami Madrasahs that focus on Islamic theology and apply a subject-based system rather than a grade-based system. The schools represent a private arm of the madrasah education, are not regulated by the Bangladesh Madrasah Education Board and have very little connection/interaction with the national education system. Repetition is the core principle employed by teachers of Quami Madrasahs. Students are assessed on their ability to memorize and repeat texts. Moving on to the next lesson plan only takes place once the students have accurately repeated their lessons. It was noted that often (but not always) that for secular subjects like Math, English, and Bangla, students at different levels are taught together, whereas for religious subjects, students at similar levels were often taught together. When teaching multiple grades simultaneously, teachers usually divide children into groups according to their grade and deliver lessons to one group then to the next group. Most teachers have been trained by one of the Madrasah boards (Qwami, Noorani, Befaq). Most of the Madrasahs follow a curriculum set by a Madrasah board. Some Madrasahs are able to change aspects of the curriculum to meet their students' needs. This demonstrates that there is some flexibility within the curriculum and that the Madrasas themselves have the power to make changes if they wish to do so.

Pre-school education is provided by government departments, NGOs, mosques, madrasahs, and private kindergartens. Private kindergartens are fees based and require that families cover the costs of learning materials, whereas all other kindergartens provide learning materials free of charge.

There are a number of different types of primary schools: government primary schools, registered non-government primary schools, community schools, high school attached primary sections, ebtadayee madrasahs, NGO run primary schools and private primary schools. Like the pre-school systems, only the private primary schools charge a tuition fee; while the government provides students with a set of free textbooks to all other schools. At the secondary level, the government subsidizes the textbooks and tuition fees

At the secondary level, textbooks and tuition fees for all students enrolled in government schools are subsidized. And at the tertiary level, government institutions charge tuition and other fees at a subsidized rates.

2.2 Number of Schools, Students and Teachers

According to the Bureau of Education Information and Statistics (BANBEIS), there are 113,823 primary and post-primary education institutions across Bangladesh. Within this category there are: 78,685 primary institutions, 19,070 school level institutions, 3,475 college level institutions, 9,330 Madrasah institutions, 282 professional institutions, and 2,981 technical-vocational education institutions.

There are a total of 849,304 teachers of which just over 41% teach at the primary level across both private and public institutions. 49.2% of the teachers at the primary level are women and unsurprisingly this number drops to 10.26% across the Madrasahs.

In 2011, just over 30 million children were enrolled within the formal education system. While the majority attends public institutions at the primary school level, with 9,904,254 attending public schools and 7,053,640 attending private schools; there is a substantial shift at the school education

level (grade VI-X) where just 228,242 attend public institutions and 7,281,976 attend private institutions.

Type of Education	No. of Institution	No. of Teacher	No. of Student	Teacher- Student Ratio
Primary Education (Grade I-V)	78,685	395,281	16,957,894	1:43
School Education (Grade VI-X)	19,070	223,555	7,510,218	1:34
College Education (Grade XI-XII)	3,475	95,620	2,915,851	1:30
Madrasah Education	9,330	107,177	2,197,877	1:21
Professional	282	4,752	70,998	1:15
Technical-vocational	2,981	22,919	506,556	1:27
Total	113,823	849,304	30,159,394	
Source: BANBEIS, 2011				

Efforts to increase the number of girls attending schools across Bangladesh by the Government is clearly reflected in the statistics collated by BANBEIS with just over 50% of girls attending school at the primary and post-primary levels, however their attendance to Universities still falls short at just 29.98% attendance rate.

2.3 School Enrolment and Completion Rates

According to BANBEIS the net enrollment rate for primary school students (grade 1-5) was 94.89% (a total of 15,751,788 children) and the average dropout rate was 45.1% (2010). In 2010, a total of 83,023 children with special needs were enrolled in school, of which 47,029 were boys and 35,994 girls.

Enrolment and Dropout in Primary Education in 2010							
Sex	Population (6-10) yrs.	Enrolment of primary school age (6-10 yrs.)	Net Enrolment Rate (%)	Net Dropout Rate (%)			
Male	8131657	7334799	90.20	47.8			
Female	7620131	7612203	99.89	42.5			
Both Sex	15751788	14947002	94.89	45.1			
Source: BANBEIS, 2011 ^{2 & 3}							

2.4 School Years

In Bangladesh the academic school year runs from January to December. On average, the school year consists of 37 (six-day) weeks (UNESCO, 2011). Schools operate from Saturday-Thursday and are given Friday off as a religious day of observance for the Muslim population. The available research has not yet been able to accurately capture the actual days of operation of schools. But it is estimated that almost 20% of the school year is allocated to administrative activities (receiving and distributing materials, registration of incoming students, etc.) and during the 3 months monsoon season schools are often closed for a substantial portion of that time (UNESCO, 2011). A study by the Creative Associates International (2004) estimated that best case schools routinely lost 45 days of its scheduled school days whilst worst case schools lost up to 130 days, over 50% of their scheduled days due to administrative burdens and disasters. Lastly, there are a number of national

¹ http://www.banbeis.gov.bd/webnew/index.php?option=com_content&view=article&id=483&Itemid=193

² http://www.banbeis.gov.bd/webnew/index.php?option=com_content&view=article&id=343:dropout-rate-by-grade--2010-&catid=61:primary-education-2010&Itemid=180

³ http://www.banbeis.gov.bd/webnew/index.php?option=com_content&view=article&id=342:gross-and-net-enrolment-rate-in-primary-education&catid=61:primary-education-2010&Itemid=180

holidays throughout the year such as Eid UI Fitr, Eid UI Azha, Durga Puja, and Christmas that punctuate the academic school year.

2.5 Organization of Education Sector

Policy and Management of Primary and Secondary Education:

In Bangladesh the educational system is primarily managed by the following institutions: the Ministry of Education (MoE); the Ministry of Primary and Mass Education (MoPME), the Directorate of Primary Education (DPE); the Directorate of Secondary and Higher Education; the Directorate of Technical Education; the Directorate of Inspection and Audit; the National Curriculum and Textbook Board; the Boards of Intermediate and Secondary Education; the Madrasah Education Board; the Technical Education Board; the National Academy for Primary Education (NAPE); the National Academy for Educational Management; the Bangladesh Bureau of Educational Information and Statistics; the Facilities Department; and the University Grants Commission.

The MoE oversees the formulation, planning, monitoring, evaluation and execution of programmes for secondary and higher education streams, including the technical madrasah streams of education and is the principle policy-making body.

The MoPME is responsible for policy formulation, planning, evaluation and execution of plans and initiating legislative measures related to primary and non-formal education as well as mass education. Mass education in Bangladesh refers to non-formal education for out-of-school children, youth, and adults in basic literacy, simple numeracy and life skills (UNESCO, 2011).

The NAPE is responsible for conducting training and research in the field of primary education.

The National Curriculum and Textbook Board (NCTB) is an independently run organisation under the MoE and is responsible for the management and development of the curriculum as well as the production and distribution of textbooks for primary, secondary and high secondary levels.

The Bangladesh Bureau of Educational Information and Statistics is a central depository of the Bangladesh government for the collection, dissemination and provider to all stakeholders. It started its activities as an attached department of Ministry of Education. It is now responsible for the following activities:

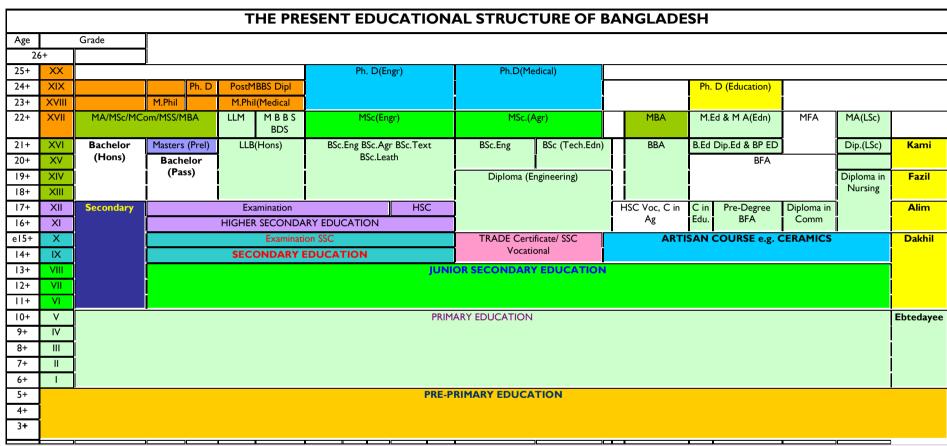
- o The collection, dissemination, documentation and publishing of educational information.
- Conducting National Education Survey (NES), Sample Education Survey (SES) of postprimary education (PPE).
- Performing different research on education
- o Providing educational information to the stakeholders, researcher of national and international, or the national and international organizations
- o It acts as a National Documentation Center for Education.
- To maintain a library enriched with national and international journals, periodicals, encyclopedia and research papers.
- Establishment and maintenance of a database on educational institutes and its teachers, and GIS school mapping
- Training center with the help of BKITCE, it helps to develop human resources by giving training on ICT.

It is important to note that traditionally the education sector was exclusively managed by the public sector, but as the data shows, this is no longer the case with just over 7 million students attending private institutions during the secondary stages as opposed to just fewer than 230,000 attending public schools. It will be interesting to see how curriculums and plans are developed and planned over the coming years across both private and public institutions.

DRR Focal Point:

According to a set of Standing Orders (SOD) the Ministry of Primary and Mass Education should commission one Liaison Officer identified as the Disaster Management Focal Point. It should also commission one designated Disaster Management Focal Point and one designated liaison officer across each division. Similarly, the SOD has given directives to the Ministry of Education to commission one liaison officer identified as the Disaster Management Focal Point and an additional focal point designated to respond to disaster management issues (Standing Order on Disaster, 2010).

Structure of the Education System:



Source: Bangladesh Bureau of Educational Information and Statistics

2.6 Education Management Information Systems

The Bangladesh Bureau of Educational Information and Statistics (BANBEIS) is a central depository of the Bangladesh government that collects and disseminates data; as well as providing educational information. It started its life as a department working under the Ministry of Education.

The major functions of BANBEIS include collecting and processing educational statistics from across the country's educational institutions; and preparing and disseminating statistical reports. BANBEIS conducts education surveys, school mapping with GIS technology and collects data from schools by using network connections to reach all 64 District Education Offices across the country. It maintains a data warehouse that stores division, district and upazila educational data on General, Madrasah, Technical and Professional institutions, as well as detailed information, vis a vis numbers of teachers, enrolment, and students' performance in public exams.

The MoPME has developed an online system for collecting and updating information about school infrastructure including sanitation facilities and teachers from 22,925 government primary schools. This system is useful as it acts like a baseline for assessing damages and needs of the schools following a hazard. None of the information however integrates disaster vulnerabilities or historical disaster school data. It is this gap in data that propelled Save the Children-through the education cluster-to develop a GIS based online MIS system that would incorporate historical data, disaster vulnerabilities as well as general school infrastructure data. This new online tool will also integrate DRR and EiE into the EMIS and will be managed by the DPE and DSHE.

2.7 School Population

Bangladesh has made remarkable progress over the last twenty years in the enrollment of boys and girls into primary and secondary stages of education, reducing the drop-out rates and making considerable headway on closing the gender gap. As the figures outlined by BANBEIS indicate, over 50% of girls are enrolled across both public and private institutions at the primary and secondary levels. However, as the Child Equity Atlas Report indicates there are still a number of inequities that exist within the country. Firstly, early marriages still figures quite prominently across Bangladesh and have detrimental impacts on completion rates for girls of their secondary education. According the atlas report overall, unmarried young women achieve higher levels of education as compared to married young women. While about one in three unmarried young women are able to complete secondary and higher education, only one in seven married women are completing the same level of learning. Secondly, the participation of children in the labor force. Whilst the numbers have dropped dramatically over the years, children working in cities remain high, particularly in Dhaka where I in 6 children work. Thirdly, structural inequities exist regarding misuse of budget allocations, a lack of pro-poor policies, biases in the decision making process and weaknesses in accountability of institutions resulting in resource allocations favouring the non-poor, and socio-economic constraints contribute to continuing inequities across the educational system; fourthly, varied geographical locations have negative impacts on the completion rates of children attaining a full academic career; and finally, due to the lack of institutional experience and capacity, opportunities for children with special needs, vulnerable children, and children from tribal communities have not been created to the expected level. The 2010 Child Education and Literacy Survey (CELS) published in 2012 found that out of the 3-14 years' children, 118,575 children with special needs were enrolled in a number of different schools. This produced an estimated 59.4% of children (boys: 58.4% & girls: 60.8%) that were enrolled, out of a total of 197,159 children with disability of 3-14 years nationally.

This compares favorably with an ASC 2011 figure of 129 755 in GPS and RNGPS combined. Among special needs children enrolled in schools, CELS found that the rate for rural children (60.7%) was higher than for urban children (54.3%). Among the seven divisions Rajshahi had the highest proportion enrolled (63.4%) and Sylhet the lowest (51.9%).

Last Updated: February 2014 By: Save the Children, Bangladesh

Next Update Due: By:

3. HAZARDS AND RISKS OVERVIEW

3.1 Natural and Human-created Hazards

"Bangladesh has a long history of natural disasters. Between 1980 and 2008, it experienced 219 disasters, causing over US\$16 billion in total damage. The predicted effects of climate change will only compound these impacts." (UNDP)

Cyclone & Storms:

Cyclones typically hit the coastal regions of Bangladesh during the pre-monsoon (April-May) and post-monsoon (October-November) seasons. "About 40% of the total global storm surges are recorded in Bangladesh and the deadliest cyclones in the past 50 years, in terms of deaths and casualties, are those that have struck Bangladesh." (WHO, 2011). The number and severity of cyclones over the last 50 years however has dropped dramatically with a recorded 4234 deaths during the most recent cyclone in 2007 as compared to over half a million deaths in 1970, a 100-fold reduction. This is in large part due to the concerted effort by the Government to modernise their early warning systems and disaster preparedness plans and raise awareness both at the national and local levels. Cyclones disrupt education and reduce children's access to schools.

Floods:

Flooding is a yearly occurrence in Bangladesh and was once welcome as it heralded the creation of fertile lands for rice crops. However, floods are now violent, random, and more frequent and have had deleterious impacts on people's lives and livelihoods. Floods primarily occur during the monsoon season between June-July and September-October and affect the majority of the regions across the country. As two-thirds of the country is just 5 metres above sea level and consists mostly of flood plains this is unsurprising (Renton, 2013). In addition to the very visible impacts on livelihoods, the education sector is also affected. Damages to infrastructure and roads create a challenging operating environment for children, teachers and families. In addition, school materials are often lost and those schools that are not affected tend to be transformed into shelters for the community. And lastly, security is often a factor as the environment to reach the schools is rendered unsafe.

Flash Floods:

Flash floods happen when heavy and excessive rainfall occurs within a small area. It has typically been difficult to give advance warning before the onset of a flash flood due to the very short time frame within which it occurs. That said innovative early warning systems have been trialled in recent years giving farmers and villages a 2-3 hour window within which to evacuate the affected area (ICIMOD). Typically, flash floods occur in areas where the upstream basin topography is relatively steep and the concentration time of the basin is relatively short. In Bangladesh flash floods generally occurs in the north-east, south-east and Chittagong region. In the North-east region of Bangladesh, flash floods tend to occur between the middle of April to the end of April, however communities have noticed that this too has shifted over the last couple of years and is starting much earlier within the month. Flash flood damage roads, vital infrastructure and make gaining access to school challenging if not impossible.

Earthquakes:

The region of Bangladesh is a seismically active region and highly vulnerable to earthquakes. Its northern and eastern regions in particular are known for experiencing earthquakes that surpass 5 on

the Richter Scale; and cities such as Dhaka, Chittagon and Sylhet are particularly vulnerable as a result of rapid urbanization, poor planning, high population density, and innumerable high rises and buildings that are yet to meet National Building Codes (IRIN, ICIMOD). Retro-fitting of existing hospital buildings has already begun across the major three cities under a WHO programme but other buildings such as schools and major infrastructure have not yet been upgraded and are likely to be completely destroyed in the event of a major earthquake. A major earthquake in an urban area is likely to cause huge casualties and infrastructure damage; and the schools may cease to function altogether as infrastructures collapse, communications are disrupted and children/teachers emotional and physical states are affected.

Landslide:

Intense and prolonged rainfall, flash floods, monsoon, land degradation and human interference are all factors in triggering landslides. These tend to occur in the north east and south east regions of the country, but in particular the Chittagong region has been highly susceptible to landslides. As a result of landslides we typically see damage to infrastructure, assets and livelihoods and casualties. Landslides can happen all year round but spike from April to September (South Asia Disaster Report, 2007). It reduces the access options to schools for children in the affected region as infrastructure may be damaged; communications are likely to be disrupted and can lead children to participating in income earning activities whilst schools are closed.

Riverbank erosion:

Simply put, riverbank erosion essentially refers to the breaking down of-or carrying away of riverbeds as a result of heavy rainfall. The major rivers within Bangladesh are the Ganges, Brahmaputra, Meghna, Padma and Jamuna, and they often experience flooding which can in turn lead to hundreds of kilometres of erosion along their banks. This can occur all year round but typically happens across the monsoon period. It is responsible for devouring land and destroying school infrastructure and sanitation facilities.

Salinity Intrusion:

Salinity intrusion has become an increasing problem across the coastal areas of Bangladesh. The coastal zones are under constant threat of saline intrusion and are having a serious impact on quality of crop production and reduction of agricultural yields. Techniques such as the selection of salinity tolerant crops have already been introduced as an adaptive measure but with trends indicating that saline intrusion will continue over the coming years it is important that further adaptive measures be taken into account. Salinity intrusion can cause degradation of infrastructure, furniture and equipment and may damage WASH facilities.

Water Logging:

Water logging occurs as a result of the accumulation of waters from heavy rains that have not yet receded or properly been drained. In some cases, this chronic form of flooding can take place over many years, interrupting agricultural yields and schooling. This is particularly acute in the south western regions of Bangladesh where schools are closed on a yearly basis. According to a report by the UN Child's Fund (UNICEF) nearly a quarter of the schools in Tala sub-district, the most flood(ed) and water-logg(ed) vulnerable area of Satkhira District, has been affected by water-logging so far in 2013. When this happens there tends to be a 50% decrease in attendance to schools. Activities of introducing disaster risk reduction into schools and building disaster resilient schools have slowly begun in recent years and will offer children with the set of capacities and safe space they require to continue their education despite the onset of these pervasive hazards.

Political Violence:

In Bangladesh before any parliamentary election, the political environment tends to become extremely volatile. In 2013 political violence erupted throughout the country. There were hortals and clashes between the rival political parties the streets all-over the country. Schools and educational institutes were shut down and the examination schedules were cancelled. The authorities arranged to take the exams on Fridays in an ad hoc fashion. Although there has been no formal research carried out to better understand and explore this dynamic, there is anecdotal evidence from the media (newspapers, radio and television programs) that in 2013, schools across the country, on average, have lost approximately 45 school day due to political unrest that led to a series of hartals and violent clashes.

Natural Hazards Calendar*

Month/Hazard* *	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Cyclone												
Flood												
Flash-Flood												
Land-slides												
Riverbank Erosion												

*It is important to note however that due to climate change, the seasonality within which these hazards have tended to occur is no longer as accurate. This data is based on historical evidence, but as recent years have shown, frequency and severity of natural hazards has increased and seasons are either shrinking or becoming prolonged. This aforementioned table should simply be understood as a guide.

**Not all hazards have been listed as earthquakes; saline intrusion and water logging are likely could occur at any time throughout the year.

3.2 Historical impacts of disasters and conflict on schools and related child-protection

With the highest average disaster mortality rate in the world, Bangladesh lost 521,000 men, women and children from 1970-2009 across 200 disaster events (Baseline Assessment Report, April 2010, SC UK, Plan, and UNICEF). Flooding is the most frequent hazard resulting in heavy economic tolls on both people and the economy. Between 1972 and 2009 the country faced 10 major floods. From 2000-2010 a total of 50,000 educational institutions were either damaged or destroyed by floods whereas in 2007 13,000 educational institutions were either fully or partially damaged by the flood (Baseline Assessment Report, April 2010, SC UK, Plan, and UNICEF).

Between 1584 and 2009, Bangladesh was hit by 49 major cyclones. In November 1970, it is estimated that between 300,000 and 500,000 lives were lost; 400,000 homes and 3,500 schools were damaged or destroyed. In May 1991, one of the deadliest tropical storms ever recorded hit near the populous Chittagong region. It is estimated that 140,000 people died, 10 million people lost their lives and overall property damage was in the billions of dollars (BBC, the Guardian, USAid). However, these numbers have substantially reduced over recent years as a result of a vastly improved set of early warning systems and enhanced communication and coordinated action across the country between government, non-government agencies, volunteers and community members. The 2007 Sidr cyclone death toll hovered around the 4000 mark which given its severity is remarkable. The level of destruction could have been much higher but timely alerts to the population, search and rescue and early relief operations, and successful collaborations with civil society and donors have meant that we are now seeing a net improvement on response and

recovery as compared to previous cyclone related disaster events (Government of Bangladesh, International Development Community and EC).

A Baseline Assessment Report (Alam, K. et.al 2010) noted that a total of 14,799 educational institutions were damaged by cyclone SIDR in 2007 and in 2009 as a result of cyclone Aila just 5000 educational institutions were damaged. The report also noted that in 2007 and as a result of the flood and cyclone, nearly 95% of schools experienced some level of impact and around 84% of schools were closed for an average of 26 days; about 65% of schools were used as shelters for disaster affected people having experienced cyclones and 35% of schools were used to accommodate community members that were affected by the floods. This alternative use of schools translated in a 3% drop out rate from schools of students.

Bangladesh has faced a total of 225 disasters within 21 years (1979-2009), an average of nearly 10 disasters per year. The country has lost nearly 200,000 people, most of them women and children. Thousands of educational institutions have either been completely or partially destroyed by these disasters, which has in turn created significant impact on the achievements of EFA. The economic loss of US\$16 billion has been high and had undeniable impacts on the education, health and development sectors.

Last Updated: February 2014 Next Update Due: By: Save the Children, Bangladesh

By:

4. DISASTER RISK MANAGEMENT OVERVIEW

4.1 Political

Bangladesh has adopted a risk reduction model for disaster management that encourages national stakeholders to consider existing disaster risks as well as the risks of projected climate extremes in building national and community resilience. The Government of Bangladesh (GoB) has since made considerable progress in establishing a legal and institutional framework for Disaster Risk Reduction (DRR). In the early 2000s the Government established the National Disaster Management Council along with a set of coordinating structures that have embraced civil society organizations and local government authorities.

The country's geographical location exposes it to frequent large scale disasters as well as localized or low intensity hazards. In addition, as country highly vulnerable to climate change impacts, the risk of major hydro-meteorological disasters is gradually increasing. Therefore, the Disaster Management Model has included large elements that deal with the residual risk management. First responders of a disaster are almost always community members but if their capacity to respond is overwhelmed then the GoB alongside other NGOs will intervene and help the affected people.

Usually communities are the first to respond when a disaster strikes; nevertheless if it becomes overwhelming, the GoB and the NGOs intervene to help the affected people.

The Standing Orders on Disaster were first introduced by the GoB in January 1997 to guide and monitor disaster management activities. "The Standing Orders have been prepared with the avowed objective of making the concerned persons understand their duties and responsibilities regarding disaster management at all levels, and accomplishing them." They were reviewed and revised in 2010 to better reflect international frameworks and mechanisms.

In 2012, the Government of Bangladesh enacted the Disaster Management Act of 2012; and in accordance with this Act, the Department of Disaster Management (DDM) under the Ministry of Disaster Management and Relief was set up in November 2012. The Department has the mandate to implement the objectives of the Disaster Management Act and as such will aim to reduce the overall vulnerability of the impacts of disaster by undertaking risk reduction activities; carrying out humanitarian assistance programs efficiently to enhance the capacity of the poor and disadvantaged as well as strengthening and coordinating programmes undertaken by various government and non-government organizations related to disaster risk reduction and emergency response.

4.2 Economic

The Department of Disaster Management (DDM) under the Ministry of Disaster Management and Relief has incorporated disaster risk reduction elements in its social safety net programmes: Food For Work, Test Relief, Vulnerable Group Feeding and the Food Security Enhancement Initiative. The DDM initiated the construction of a number of small bridges and culverts on rural roads in 466 upazilas at a cost of BDT2900 million to connect local institutions, including schools, colleges and madrasahs-ensuring that they remain accessible during times of environmental volatility. It was also responsible for building shelters in 74 upazilas at a cost of BDT 340.5 million. It is hoped that these shelters will provide the most vulnerable and those affected by floods with a safe space where they can stay. It will also provide an additional locale for students if institutional facilities are damaged.

⁴ Government of the People's Republic of Bangladesh (2010) 'Standing Orders on Disasters' Accessed February 2014: http://www.ddm.gov.bd/pdf/sod_final.pdf p.1

Under a 15-year long term strategic plan developed under the Cyclone Sidr Joint Damage, Loss and Needs Assessment (JDLNA), the World Bank-financed the 2007 Emergency Cyclone Recovery and Restoration Project (ECRRP) by providing an overall credit of US\$109 million to the GOB. These funds supported the development of long-term preparedness plans through strengthened disaster risk management, and by strengthening and enhancing the long-term disaster risk mitigation and reduction ability of the DMB.

Recognising the importance of pre-emptive measures, ECHO launched its disaster preparedness programme, DIPECHO, in 1996. Since then, DIPECHO has implemented seven successive projects through consortia with the NGOs operating in Bangladesh. The projects covered training, capacity-building, awareness-raising, early-warning, and planning and forecasting measures, a large element of which included schools' preparedness plans and children's awareness about disaster risk reduction.

4.3 Social / Cultural

With support from government agencies and non-government organizations a number of communities across the country have been given the necessary tools to better understand disaster risk reduction, practices and activities and incorporate these into their day-to-day lives. For instance, the IFRC has supported a number of activities including, youth engagement clubs that have been tasked with disseminating cyclone warning messages across coastal communities; building a network of 143 radio stations that are responsible for alerting 33,000 villages in the event of a cyclone; building the capacity of over 40,000 volunteers to cycle round the country, using their megaphones and ordering residents into the 1800 cyclone shelters and 440 food shelters (IRIN, IFRC); and supporting the creation of a number of women's outreach programs that convey important information about community cyclone shelters and address specific issues such as dressing for cyclone evacuation.

4.4 Technological

Bangladesh has an effective early warning system. The Bangladesh meteorological department is mainly responsible for the dissemination of early warning messages but also works closely with a number of non-government organizations. The department monitors and issues forecasts and meteorological like warnings of all extreme events tropical cyclones, thunderstorm/tornadoes, heavy rainfall, drought, cold and heat waves along with daily routine forecasts round the clock, It also provides flood forecasting and Warning with rainfall data, forecasts/warnings, radar and satellite image for the operation of flood forecasting and warning system. However there is a very little involvement of the schools in early warning systems.

The former DMB and CDMP, in collaboration with Teletalk Bangladesh Ltd., established an Interactive Voice Response technology to help the general public access pre-recorded weather advisory and disaster early warning by dialling a specific code from their mobile available on a 24/7 basis. Also, in collaboration with the Grammenphone Ltd., DDM initiated Cell Broadcasting to disseminate disaster related information and early warning message in 14 coastal districts.

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5. DRR IN EDUCATION OVERVIEW

5.1 Integration and coordination mechanisms

A mechanism has been developed within the GoB to support disaster risk reduction across the education sector. Three primary ministries and their respective directorates and departments are involved in risk reduction within the education sector: the Ministry of Education (MoE), the Ministry of Primary and Mass Education (MoPME) and the Ministry of Disaster Management and Relief (MoDMR).

The Standing Order on Disaster (SOD) has given a clarity and guidance around how other ministries should collaborate and coordinate on disaster risk reduction initiatives across the education sector. Each ministry is responsible for their own monitoring and evaluation mechanism; that said, the Ministry of Planning also monitors and evaluates the risk reduction programs and activities in education.

Financing and costing of comprehensive school safety is managed from the government budgets. The ministries-in particular the MoE and MoPME-through their respective directorates distribute necessary funds for implementing risk reduction programs.

The MoE through NCTB has incorporated Disaster Management issues into the Primary & Secondary Curricula for Class iii through to xi. Across the country, schools provide disaster management information to 18 million Children through trainings, mock drills and educational activities. School disaster risk reduction intervention include earthquake vulnerability assessment of school buildings, preparing evacuation plan, training of the teacher on earthquake safety measure and evacuation and class room lecture on earthquake safety and preparedness for school children.

At the tertiary level, a Disaster Management course has been developed and opened up in 17 Universities. A four-year undergraduate course has also been opened in Dhaka University and Rangpur University. The Patuakhali Science & Technology University has opened a Disaster Management Faculty. Eleven Professional Training Institutions are providing Disaster Management Training.

Under the reformed humanitarian coordination architecture in Bangladesh clusters are linked together through the Humanitarian Coordination Task Team (HCTT) and with their relevant Local Consultative Groups (LCG). Going beyond the global norm, means they have a role that goes beyond emergency response and shifts into the policy and development space.

The Education cluster in Bangladesh has adopted a different working modality to the prescribed IASC model. The small "c" cluster provides a technical platform and is mandated to coordinate DRR and Emergency Preparedness during times of peace. In coordination with INGOs, UN agencies and government departments, the Bangladesh Education cluster has 12 leading national and local NGOs that attend meetings on a regular basis. The inclusion of NGOs and networks like BRAC, the Dhaka Ahsania Mission, CAMPE (Campaign for Popular Education), etc. has enabled the cluster to further its reach across the whole country. BRAC has a presence within the education program at every sub-district in Bangladesh. CAMPE, with its 170 countrywide partner organizations a part of its network has become the most influential national organization in the education system in Bangladesh. Thus, with the strength of the Education cluster and its partner NGOs, the cluster has established incredible reaching capabilities.

In 2013, the Education cluster working group in Bangladesh prepared a framework called the "Framework for DRR in Education and EiE." This framework is the first of its kind as it integrates DRR and EiE at every level of the education management sector. The framework was developed in conjunction with the NGO community and 3 implementing agencies under the Ministry of Primary and Mass Education, Ministry of Education and Ministry of Disaster Management and Relief. In 2013, a series of workshops and consultation meetings with the education cluster's working group were held to finalize the framework. In 2014, the framework will be piloted across 12 INGOs with the aim of rolling this out to all NGOs and institutionalizing it at the national level. This demonstrates a clear level of buy-in by the national government and their commitment to integrate both DRR and EiE across the education sector.

The education cluster has also undertaken the process of translating and contextualizing the INEE Minimum Standards and remains active within Bangladesh (Minimum Standards for Education, 2010).⁵

Lastly, there are a number of collaborations between government bodies, UN agencies, and non-government organizations. These collaborations often play a major role in risk reduction in the education sector. For example UNICEF and Save the Children have numerous emergency education programs that facilitate DRR in education sector.

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 $^{^{\}rm 5}$ Further information can be found in the INEE Proposal which can be found in the annex.

6. PILLAR I: SAFE SCHOOL FACILITIES: POLICIES, PRACTICES & PROGRAMS

6.1 New school construction

To ensure education for all, it is essential that the construction of new schools, education institutions and the retrofitting of existing schools are based on disaster-resilient designs.

The MoPME is primarily responsible for the construction of primary schools and other related institutions. The ministry constructs new schools through the Primary Education Development Program (PEDP)⁶ but it is the Local Government Engineering Department (LGED) and Bangladesh Education Engineering Department (BEED) that are primarily tasked with the construction of school buildings. Each department monitors the construction works at different levels; however the MoPME is mainly responsible for the overall monitoring. The Implementation and Monitoring Department will also monitor and evaluate the Primary Education Development Program at regular intervals.

Whilst the MoE is responsible for the overall construction process of secondary schools and colleges, it is the responsibility of the BEED to manage the construction, reconstruction, repairs and renovation of government and non-government secondary schools, colleges, vocational training institutes, and polytechnic institutes. The department is also responsible for Planning, Designing, Monitoring and Reporting.

The SOD advises that all educational institutions should be constructed as two-storied buildings in high risk cyclone and flood areas thus allowing them to be used as shelters and relief centers.

The MoPME, under PEDP-2, has planned to construct 507 schools-cum-shelters in the coastal areas (National Plan for Disaster Management 2010-2015, DMB). However, communities and the school management committees, due to resource constraints, were unable to build disaster resilient schools.

According to the Baseline Assessment Report, the majority of walls, roofs and pillars of schools are not resilient to floods and cyclones (not RCC). It was reported that 8.5% of the I I 40 classrooms that were surveyed were not suitable for teaching and learning activities. The baseline survey also identified a significant lack of orientation and prioritization of preparedness integrated within school curricula. While 76% of schools are aware of the risks that their schools face, only 16.8% of the schools reported undertaking any kind of preparedness plan prior to 2007. Only 73% of the schools in the flood affected areas and 60% of schools in cyclone affected areas reported organizing a meeting prior to 2007 to discuss the vulnerability of their school.

According to government guidelines, construction of every new school must consider and built in elements to ensure safety of the children and education staff. However, for construction of non-government schools communities rarely apply the guidelines because of their resource constrains. Also, there are doubts whether and to what extents the old government school buildings were retrofitted to comply with government directives.

6.2 School retrofit, rehabilitation and replacement

The MoPME is mainly responsible for retrofitting, rehabilitation and replacement of the primary schools. Retrofitting and maintenance of primary schools requires that first the Upazila Nirbahi Officer (UNO), Upazila Education Officer (UEO) and Upazila Engineer from the Local Government

⁶http://www.mopme.gov.bd/index.php?option=com_content&task=view&id=455&Itemid=493

Engineering Department (LGED) visit the primary schools and prepare union based list of schools that require maintenance or retrofitting. Secondly, the headmasters or the head of institutions are meant to provide a written note explaining which schools require maintenance. The list is then shared with the Upazila Education Committee for decision making then the recommendations are sent to the Directorate for further proceedings. The Directorate, after receiving the recommendations, evaluates and makes assessments based on availability of funding and passes this information on to the MoPME for final approval. Once the Ministry approves, the Directorate then allocates necessary funds for the schools/institutions. It should be noted that once a school receives funds for maintenance that the school will not be eligible for further maintenance for a period of five years-except if damaged or affected by disasters.

Maintenance work that requires less that BDT 150,000 is done by the SMCs, but if it exceeds BDT 150,000 the LGED carries out the maintenance work. The Directorate of Primary Education, District Commissioner, District Primary Education Officer, Chief Engineer (LGED), and UEO will supervise and monitor the maintenance works at different levels.

The responsibility of maintenance and retrofitting of secondary schools and colleges lies within the MoE. The ministry maintains the structural integrity of secondary schools and colleges through the Education Engineering Department (EED). The department is responsible for the construction, reconstruction, repair and renovation of government and non-government secondary schools, colleges, vocational training institutions and polytechnics. The department is also responsible for the Planning, Designing, Monitoring and Reporting of these builds. However, the retrofitting of schools through systematic assessment of disaster vulnerabilities is yet to be systemized.

6.3 Non-structural mitigation

The government has developed some strategies and policies for disaster mitigation at the school level. The standing Order on Disaster (SOD) provided guidance on the provision of first aid and drill trainings at least twice a year to all educational institutes. The SOD has also instructed that schools-particularly those in urban areas (Dhaka, Chittagong, Rajshahi, Rangpur, Sylhet and Mymensingh)-conduct earthquake drills on a regular basis. Today, there are a number of schools and institutions that regularly practice and organize drills. In addition to the physical drills that are being carried out, teachers and students from disaster prone areas are also taking part in trainings that inform them of the necessary steps required when responding to a disaster. These trainings are in coordination with local authorities. And while, schools should have safety, evacuation equipment and first aid boxes, around half of the schools located in flood and cyclones affected areas are not in possession of these items (Alam, K. et. Al 2010).

6.4 Safe access

Other than conducting fire and earthquake drills and trainings on disaster mitigation, there are some other measures have been taken for ensuring safe access to education at the policy and practical level. At present, hazard and risk maps are incorporated into the design of new school buildings and educational facilities, with the hope that this will help avoid current and future risks-especially in earthquake prone regions. Furthermore, all educational facilities are constructed in line with the BNBC guidelines and schools are built as two-storied buildings in high risk cyclone and flood prone areas.

6.5 School maintenance, water and power

At the primary school level, the School Management Committees (SMC) were formed (as per government directives) with the support of the Parent Teachers Associations (PTA) to play a supportive role in school maintenance and are responsible for building a teaching-learning environment in schools.

Medea report suggests that the majority of schools in the country run with inadequate water, sanitation and hygiene facilities which is particularly true with government run schools and those located in rural areas (the Financial Express, June 26, 2013). This is The Financial Express (June 26, 2013), referring to a standard of I toilet for every 30 students set by the Institute in Tropical Medicine and Public Health, noted that in most schools one toilet is allotted for over 200 students. The financial Express also suggested that the maintenance of these facilities in the majority of schools is barely present especially in comparison to those that are located in more affluent areas or request tuition fees. ⁷

According to the Baseline Assessment Report, schools located in flood prone areas have inferior water supply facilities (in terms of tube-wells), compared to those schools that are located in cyclone affected areas. About 65% of schools in flood prone areas do not have good drinking water facilities, while the number for cyclone affected areas stands at 35%. Toilet facilities are also improved in the cyclone affected areas compared to the schools located in the flood affected areas. About 97% of schools from cyclone affected areas have sanitation facilities on school premises while 85% of the schools in the flood affected areas do not have proper sanitation facilities.8

6.6 IDPs & refugees

Under Article 22 of the International Refugee Convention, contracting states shall accord to refugees' treatment as favorable as possible with respect to education other than elementary education. Since Bangladesh is not a signatory, the government did not undertake any notable measures to address the need of education for the refugees living in Bangladesh. The Primary school was first informally allowed in the refugee camps in 1999, but it was not until 2008 that it was formalized.

With support from the UN Children's Fund and NGO Training and Management International (TAI), some 21 primary schools now operate in the camps, including 11 in Kutupalong and 10 at Nayapara, employing more than 150 teachers, half of whom are also refugees. More than 9,000 students are currently enrolled in the schools of which close to half are girls, with attendance running at around 80 percent. But despite these successes, advocating anything beyond primary school in the camps remains problematic as the Bangladesh government does not permit secondary schools in the camps (IRIN, 2010).

There are no separate policies found for addressing educational needs of the internally displaced people in the country.

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⁷ http://www.thefinancialexpress-bd.com/old/index.php?ref=MjBfMDZfMjZfMTNfMV8xOTBfMTc0MjU5

⁸ Strengthening Preparedness and Response Capacity in Flood and Cyclone Prone Areas in Bangladesh

7. PILLAR 2: SCHOOL DISASTER MANAGEMENT (SDM) & EDUCATIONAL CONTINUITY: POLICIES, PRACTICES & PROGRAMS

7.1 School-based risk assessment and planning for risk reduction and educational continuity

Although the National Education Policy (2010) does not provide any guidance, the SOD advises that the MoE and MoPME take risk reduction measures and emergency response actions. Risk reduction measures include introducing disaster related subjects in the curricula, conducting hazard and risk mapping to avoid current and future risks, preparing sectoral risk reduction plan, constructing school facilities as multi-purpose disaster shelters and organizing disaster safety and evacuation drills in educational institutes. Though there are some ad hoc initiatives by NGOs, CDMP and the GoB it is yet to formally integrate disaster risk assessment based Education management planning at school level for continued or undisrupted education. This result limits the understanding and awareness of teachers and students around preparedness activities that includes contingency, response planning and recovery. Neither policy nor the SOD elaborates on whether or how the schools should pursue continuity of education during a disaster. The draft Framework for DRR in Education and EiE by the Education Cluster provides a model for school-based DRR and EiE. It argues that toolkits that assess risks of schools and that preparedness, response plans, and recovery should all be integrated and included within a set of more formalized arrangements.

7.2 Physical and environmental risk reduction in schools

The inclusion of risk reduction elements into the school curriculum, efforts of DDM through CDMP, the promotion of community-based risk reduction and NGO interventions in disaster prone areas have all contributed to raising the awareness of communities around disaster risk reduction. Anecdotal evidence suggests that many schools have become involved in risk assessment and risk reduction planning. They conduct learning sessions cover disaster related topics and conduct earthquake safety and evacuation drills. In salinity-prone coastal regions, many schools have constructed rainwater harvesting plants. Also, across the country, many schools are involving children in school-based re-forestation programs. That said the education system itself gives limited provision for assessing physical and environmental risks and developing assessment based planning that could then be integrated into school level planning. Thousands of schools in the capital city and other secondary cities of the country are running with severe exposure to earthquakes and a high number of schools in other disaster prone areas are living in a highly vulnerable state.

7.3 Response-preparedness in schools

Largely, and through the support of NGOs and their project interventions, some schools in disaster prone and vulnerable areas are widely involved in disaster response and preparedness activities. NGOs apply certain standard operating procedures and practices for disaster response and preparedness at school level. They arrange for orientation trainings for teachers and students in disaster prone areas and educate them on the steps that are required to take within a disaster. In addition, yearly large-scale disaster preparedness rehearsals are organised by educational institutions with CPP from April-September. These rehearsals aim to enhance the education and levels of consciousness among the people of disaster prone areas.

There are also national DRR days and Earthquake drills that are organised; and there are frequent fire and earthquake drills that are carried out across a number of schools.

However, the education system of the country is still waiting to formalize the preparedness of disaster response in sector planning. The draft DRR and EiE Framework by the Education cluster sets a series of actions that will need to be addressed by the national and school levels to ensure that response and preparedness are integrated across education planning.

7.3 Administrator and teacher capacity for school disaster management

There are awareness and education trainings that are made available for teachers and administrators in high-risk areas regarding actions that should be taken during response and recovery operations. Also response and recovery exercises are conducted in conjunction with CPP every April and September in many of the coastal districts. Warm up trainings are also conducted on a regular basis. It is anticipated that almost all the teachers and administrators will receive the trainings and will be expected to contribute in disaster service works. However there is no normative evidence found in whether these learnings are carried back into their home towns. The administrative approach in Primary, Secondary and Higher education systems creates limited formal opportunities to systematise management of disasters in school. It is expected that the endorsement of the Education cluster's draft Framework on DRR in education and EiE will create room for building the capacity of education administrators, teachers and SMCs on systematic school disaster management.

7.4 Education in Emergencies capacity

There is an existing mechanism in government for assessing damages for the education sector. However the procedure only considers the infrastructural damages and needs (i.e. physical damages of school building, access roads etc.). But the losses incurred by students/children are barely taken into account.

The Joint Needs Assessment (JNA) mechanism under the existing reformed humanitarian architecture of the country includes education which falls under the rapid initial multi-sector assessment process. JNA phase I and 2 gives a broad overview of the situation. The Education cluster has however been designing a third phase under this assessment tool that will aim to carry out in depth assessments.

There are contingency plans for both the MoE and the MoPME for disaster response and education continuity. However these contingency plans do not reflect the need for alternative learning methods or temporary learning facilities for continuing education during disasters. According to the policy guideline a number of schools and educational institutions are to be identified and prepared for serving education during disasters. Policy wise it is expected that the schools will serve as shelters and relief centers during disasters. The guidelines also indicate that the schools should be constructed as two storied building in the high risk areas. But this arrangement better serves community disaster management rather than education disaster management.

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8. PILLAR 3: CLIMATE-SMART DISASTER RISK REDUCTION EDUCATION: POLICIES, PRACTICES & PROGRAMS

8.1 Formal education

Disaster risk reduction (DRR) and climate change adaptation (CCA) have been given consideration in relation to the education related policy instruments of the country. One of the National Education Policy (2010) aims "to build students as skilled human resources to fight the challenges of the world threatened by climate change and other natural disasters and to create in them a social awareness about environment" (MoE, 2010, page- 9). The standing Order on Disaster (SOD) has given clear indications that disaster related subjects should be included in the curricula of all schools (primary and secondary), college, training institutes, teachers training colleges, technical colleges, and university at all levels in consultation with DMB, DM&RD.

The national Curriculum and Textbook Board (NCTB) had included disaster related subjects in the curricula of the primary, secondary and college level textbooks. Currently those books are being used at the schools and colleges. However there are still gaps and controversies regarding the disaster related topics and questions around how much depth should be included within the curricula have been highlighted.

Recently a MoU was signed between the Comprehensive disaster Management Program under the Ministry of Disaster Management and Relief and the Directorate of Secondary and Higher Education under the MoE in 2013 to review the content of DRR, CCA and EiE in different grade text books. As per the MoU the agencies will receive support from the Education cluster in Bangladesh in this regard. According to the Framework for DRR in Education and EiE by Education Cluster 2013 the Primary and Secondary and Higher education systems are to "Review and insert DRR and EiE (i.e. school safety staff) in national level training courses, BEd, MEd, DPED and others" and "Insert inclusive DRR and EiE as co-curriculum activity/content for children education" (Framework for DRR in Education and EiE by Education Cluster 2013, page 17)."

8.2 Informal education

The Bureau of Non-formal Education (BNFE) mainly executes the policy decisions and plans relating to non-formal education in Bangladesh. The Non-formal Education Programmes are implemented through NGO run centre-based literacy programmes and total literacy movement by the District/Thana administration. However there was very little DRR and CCA related policy or practices found in connection to non-formal education.

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9. CONCLUDING REMARKS

Bangladesh made significant progress in primary education, particularly, vis a vis its enrollment rates and gender parity. However, with large part of the country considered disaster-prone, schools are regularly affected and suffer infrastructural damage and disruption; and disaster affected children experience severe reduction in their access to education.

Vulnerabilities of the educational institutions arise from fragility of infrastructure, use of schools as temporary shelters, the needs of the household to engage children in economic activities and lack in institutional preparedness to protect education from disaster.

Efforts to make the education system disaster resilient primarily focus on improving school infrastructure to cope with the hazards and provide shelter to the disaster affected people. In the same vein, recovery interventions aim to distribute educational materials and reconstruction of school facilities. They rarely address the need for continuity of education during disaster or compensating for the affected children's educational losses. It is largely because, instead of acknowledging and addressing the known risks to education, disaster management uses education and school as means for risk reduction.

To compensate for the damage and loss of materials it is necessary to repair and reconstruct school facilities, as well as supply educational items. However, it is important that education during emergencies be made available and that alternative modes of instruction be integrated.

To ensure that school authorities and teachers carry out educational activities during times of emergencies, provisions should be made in the SOD and other relevant policy documents. In addition, teachers should have the necessary tools and skills to provide psychosocial support to disaster affected children. In essence, this will require both the institutions in education and disaster management to work collaboratively and focus on ensuring children's right to education.

Despite the development of a number of initiatives that have aimed to make schools and education management disaster resilient, the systematic integration of DRR and EiE still requires a lot work, capacity building and advocacy.

The Education cluster in Bangladesh-as the technical platform for DRR in Education and EiE-has accumulated experiences from across the country and developed the policy 'Framework for DRR in Education and EiE' under the leadership of DPE, DSHE and DDM. As of February 2014 the framework is under review by 3 ministries (MoE, MoPME & MoDMR) with the aim of having it endorsed by them as well as education cluster partners.

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II. APPENDICES

- I. National Hazard Map
- 2. Education Sector Sub-National Demographics
- 3. Cluster, Working Group or Task Force Terms of Reference and Work plan
- 4. Cluster, Working Group, or Task Force Members Roster
- 5. National Contingency Plans (Would be added)
- 6. Framework for Disaster Risk Reduction (DRR) in Education and Education in Emergencies (EiE)
- 7. Comprehensive School Safety
- 8. Further Reading