ASEAN COMMON FRAMEWORK FOR COMPREHENSIVE SCHOOL SAFETY

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ASEAN Common Framework for Comprehensive School Safety

The ASEAN Common Framework for Comprehensive School Safety is a framework elaborating the Operationalisation of the global Comprehensive School Safety Framework for the ASEAN context, and in concurrence with the global efforts for integrating disaster risk reduction in the education sector.

This document was developed through a series of country-based and regional consultation among different stakeholders on school safety in the ASEAN Region, including the Ministries of Education, the National Disaster Management Offices and development partners.

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LIST OF ACRONYMS

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACFCSS	ASEAN Common Framework for Comprehensive School Safety
AMCDRR	Asian Ministerial Conference on Disaster Risk Reduction
ASEAN	Association of South East Asian Nations
ASSI	ASEAN Safe Schools Initiative
CCA	Climate Change Adaptation
CFSP	Child Friendly School Programme
CSS	Comprehensive School Safety
CSSF	Comprehensive School Safety Framework
DepEd	Department of Education
DM	Disaster Management
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DRRM	Disaster Risk Reduction and Management
DRRMO	Disaster Risk Reduction and Management Office
EFA	Education for All
EMIS	Education Management and Information System
GADRRRES	Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector
HFA	Hyogo Framework for Action
IFRC	International Federation of Red Cross and Red Crescent Societies
INEE	Inter-Agency Network for Education in Emergencies
INGOs	International Non-Government Organisations
LAPA	Local Adaptation Plan of Action
LDCs	Local Development Councils
LFA	Logical Framework Approach
MDGs	Millennium Development Goal
MoE	Ministry of Education
MoEYS	Ministry of Education, Youth and Sports
NDMO	National Disaster Management Office
NGOs	Non-Government Organisations
NSDRM	National Strategy for Disaster Risk Management
PDNA	Post- Disaster Needs Assessment
REDIRA	Regional Executives and Directors Association
SDGs	Sustainable Development Goals
SEAMEO	Southeast Asia Ministers of Education Organisation
SEAMEO-HOM	South East Asia Ministers of Education Organisation High Officials Meeting
SFDRR	Sendai Framework for Disaster Risk Reduction
SOM-ED	Senior Officials Meeting on Education
TWG	Technical Working Group
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UNISDR	United Nations Office for Disaster Risk Reduction
WCDRR	World Conference for Disaster Risk Reduction
WISS	Worldwide Initiative for Safe Schools

1 EXECUTIVE SUMMARY

As a region prone to natural hazards, the ASEAN region's bid to achieve sustainable development is constantly threatened. Several catastrophic events due to natural hazards experienced in the region in the past decade alone have set-back the member states' efforts for development. The education sector in particular, which is a core for development in the ASEAN region, has been threatened by several natural and human-induced hazards. In the past few decades, disasters caused severe damage to huge number of school buildings and classrooms, loss of lives and properties, and the disruption of normal school operations for longer periods. These impacts of disasters have been experienced by Indonesia and Thailand during the 2005 Tsunami, Myanmar, during the devastation of Cyclone Nargis in 2008, Cambodia, during Typhoon Ketsana in 2009; and the Philippine's Super Typhoon Haiyan in 2012, to name a few.

Recognising the huge impact of disasters to various sectors, including education, the ASEAN Leaders have expressed the need for integrating disaster risk reduction in development processes. More specifically, for the education sector, a comprehensive approach for ensuring school safety in different levels, phases and aspects of educational management was initiated and encouraged.

The ASEAN Agreement on Disaster Risk Management and Emergency Response (AADMER), a DRR-related legally binding instrument signed and put into force in 2009 by the 10 ASEAN Member States and its accompanying Work Programme 2010-2015, has identified school safety as one of its strategic priorities. In order to achieve the objectives of the AADMER Work Programme for the education sector, the ASEAN Safe Schools Initiative (ASSI) was also established in 2013 under the purview of the AADMER Work Programme Prevention and Mitigation Component. Concurrently, the Southeast Asian Ministries of Education Organization (SEAMEO)[1] has also tackled the concern on addressing the disaster impacts on education by launching the Project 10, also known as "Education in Emergencies and Disaster Preparedness." This project, under the organisation's "Collaborative Projects to Reach the Unreached in Southeast Asia and attain Education for All Goals by 2015" targets children in difficult circumstances addressing the need not only for planning for emergency response in the education sector, but also for pro-active planning for risk reduction and resilience.

At the global level, school safety was also identified as priority of the Hyogo Framework for Action 2005-2015 (HFA) and its successor instrument – Sendai Framework for Disaster Risk Reduction (SFDRR) 2015-2030. The SFDRR identified "substantial reduction of disaster damage to critical infrastructure and disruption of basic services,

1 The Southeast Asian Ministers of Education Organization (SEAMEO) is a regional intergovernmental organisation established in 1965 among governments of Southeast Asian countries to promote regional cooperation in education, science and culture in the region. Member countries comprise of all ASEAN members and Timor Leste.

including health and education facilities, through developing resilience" as among its main targets by 2030, which included children and youth as key actors for disaster risk reduction and for building resilience to communities.

Among the most significant contributions on school safety at the global level is the development and promotion of the Comprehensive School Safety Framework, which brings diverse school safety efforts into a clear and unified focus in order for education sector partners to work effectively, and to link with other sector with similar efforts at the global, regional, national and local levels. And these are reflected in the framework's three intersecting pillars –Safe School Facilities, School Disaster Management, and Risk Reduction and Resilience Education – making up a comprehensive approach for school safety.

In order for the ASEAN members to operationalise and contextualise the Comprehensive Safe School (CSS) Framework, the ASEAN Safe Schools Initiative (ASSI) attempted to develop a regional school safety framework - the ASEAN Common Framework for Comprehensive School Safety, which is in concurrence to the global efforts to integrate DRR into the education sector through a comprehensive approach outlined in the CSS Framework. This framework addresses the need for the development of a mechanism to effectively operationalise the CSS framework at the regional, national, and sub-national levels.

The framework, contextualised for ASEAN, and extracted from the widely recognised Comprehensive School Safety (CSS) Framework, has elaborated details to guide education ministries and National Disaster Management Offices (NDMOs) towards more intensified action on school safety. It has been built upon substantive outcomes and progress achieved on school safety by individual member country in ASEAN. The goals of the framework are to secure the safety and security of children in school from the impacts of all types of hazards, ensure education continuity, and to uphold children's rights to a quality basic education, including anticipation and mitigation of the impacts of known and expected hazards. Developed to address the common challenges on school safety in ASEAN region, this framework will be used as a regional instrument to strategically guide DRR integration in the education sector through comprehensive interventions, unified actions and synergy on school safety with specific focus at the national level through the comprehensive set of activities under the three pillars of: Safe Learning Facilities, School Disaster Management, and Risk Reduction and Resilience Education.

The ASEAN Common Framework for Comprehensive School Safety is envisioned to address the gaps, issues and challenges encountered by the ASEAN member countries in the designing, implementation, and monitoring of school safety and DRR initiatives at the country level, issues on partnerships or collaboration with various stakeholders at the regional, national, sub-national and school-levels. Further, the framework aims to address the common challenges on school safety in the ASEAN such as: 1) limited interventions at country level; 2) the need to preposition DRR among cross-cutting areas in education sector; 3) the need to optimise multi-stakeholder engagement; 4) lessen the disparity between the framework and actual implementation; and 5) lack of supporting system for progress monitoring on school safety.

The ASEAN Common Framework for Comprehensive School Safety comprises three interconnected pillars: Pillar 1: Safe Learning Facilities, focuses on making schools safer places for learning, safeguarding school communities from deaths and injuries due to structural collapse, damage, or malfunction, and minimise losses to school

infrastructure; Pillar 2: School Disaster Management, ensures school community (and education sector as a whole) are able to assess risks, plan for mitigation, prepare for response, cope with and recover from disaster events; and have capacity to act effectively and in a timely manner; and Pillar 3: Risk Reduction and Resilience Education, focuses on enhancing knowledge, attitudes and skills for risk reduction and resilience of students and general public to develop a culture of safety.

The three intersecting pillars are composed of key components of school safety and the areas of overlap, with sets of recommended interventions that involve the lead roles of key stakeholders, detailed in Table 3 of this document. To operationalise the ASEAN Common Framework for School Safety, key considerations and principles should be noted. The Framework captures the principles that serve as the foundation for the identified intervention for the ASEAN members' target populations. There are four (4) underpinning principles that provide guidance to the target users of this Framework in the contextualisation and operationalisation process: 1) Schools as part of community; 2) Local hazards and daily risks; 3) Legislation, resources and existing partnerships at the national and regional level; and 4) Learning settings in ASEAN.

Applying the school safety framework in the country is a concern of many agencies and stakeholders at different levels. Vertical coordination among different levels and horizontal collaboration at the corresponding levels within the same agency or among different stakeholders is beneficial for mutual support and complementarity on technical knowledge and implementation of school safety activities. At the national level, education ministry and concerned agencies can come up with elaborated set of activities, based on country's needs, with identified actors and supporters. Details on activities and recommended leading agencies, and stakeholders for potential engagement are also indicated in this document. At the same time, the interventions are unbundled into detailed activities under the three pillars.

The detailed activities under each Pillar are clustered according to its usage and to what need and context hey actually fit in. For Pillar 1, there are specific activities for existing schools in hazard zones or aging conditions; activities for new schools; activities for damaged schools affected by disasters; and activities intended for knowledge transfer on safe construction for all concerned. Pillar 2 concentrates on risk assessment, planning for preparedness, mitigation and disaster response; while Pillar 3 focuses on developing knowledge, resilience skills and culture of safety among students and the general public.

Prior to implementation of the detailed activities clustered under Pillars 1, 2, or 3, education-authorized agencies at the national, sub-national, and school levels, including the national level DRM/DRR Agencies, in coordination with international agencies and experts in CSS, School DRM focal points and School Management Committees, must ensure the following: 1) Identification of education authority focal points for DRR at national, sub-national and school level. This includes establishment of a staffed national office for disaster risk management at the national level, within the education authority; 2) Identification of disaster management agency focal points for the education sector at national and sub-national levels; 3) Implementation of tools for comprehensive school safety self-assessment and integration with EMIS; and 4) Conduct of comprehensive school safety self- assessment on risks and on all three pillars (esp. to triage prior to technical assessment).

The ASEAN Common Framework for Comprehensive School Safety aims to achieve the same targets as with the Comprehensive School Safety Framework. To ensure certain

uniformity of progress monitoring indicators for school safety, a set of monitoring indicators has been developed, which could serve as minimum standard for countries implementing the Framework, comprising 6 output indicators to track the impact on school safety at the national using quantifiable data collected at school level; and 14 input indicators to track school safety interventions and impacts at school level. The National level indicators will be used for reporting to ASSI and/or ASEAN coordinating bodies for school safety to track regional progress and to gauge how a Member State is at par to its neighbours in the region. The School level indicators, on the other hand, will be used to monitor progress of school level initiatives on school safety covering aspects on safe location, structural safety, organisational capacity and curriculum enhancement. It also has indicators for determining severity of disaster impacts.

The ASEAN Common Framework for Comprehensive School Safety offers a range of options to design country-driven interventions, to set realistic targets and to develop a set of progress monitoring indicators based on the countries' available data and existing capacities. While the framework is comprehensive and applicable for all ASEAN countries, various mechanisms could be adopted by the ASEAN Members such as: 1) Context – sensitive tools and instruments for DRR assessment and school safety programming; 2) Leverage on disaster experiences and the existing/evolving factors of vulnerability; 3) Tools and guidance mechanisms for capacity building; 4) Provision/Augmentation of budgets for education sector/other concerned agencies; 5) Synergy of school safety with other risk reduction programs/projects at all levels (national, sub-national, local); 6) Combination of top-down and bottom-up approach; and 7) Maximising existing systems for education sector monitoring.

At the regional level, the succeeding regional DRR program, beyond the AADMER timeframe, shall make cross-reference to the ASEAN Common Framework for Comprehensive School Safety, shall look into the way in which the framework, regional targets and indicators could align and contribute to achieving the global DRR and development targets, should capture the individual country's outlooks and current status of school safety, specific needs and constraints, and ways to move forward by capitalising on their existing systems, capacities, resources and priorities.

The framework shall be reviewed periodically as agreed by Member Countries (every 3 or 5 years based upon the results of progress monitoring exercise of each country, challenges and lesson-learned, as well as other implications, and should take into account anticipation of intensive hazards and risks in the region, which might create severe impacts to the education sector, and affect its performance against the targets. At the same time, the ASSI and/or other regional bodies shall take more proactive roles to identify and document good practices in ASEAN on school safety.

2

INTRODUCTION

The ASEAN Common Framework for Comprehensive School Safety presents the conceptual framework to enhance school safety against the adverse impacts of natural and man-made hazards for the ASEAN nations. The framework, contextualised for the ASEAN nations, is extracted from the widely recognised Comprehensive School Safety (CSS) Framework, with elaborated details to guide education ministry and the National Disaster Management Offices (NDMOs) towards more intensified action on school safety. The framework incorporates inputs from national education authorities and disaster management agencies during series of forum and purposive consultations, whose common goal is to establish an enabling environment for the alignment of education sector policies and plans with those of disaster management, at national, sub-national and local levels.

The ASEAN Common Framework for Comprehensive School Safety (ACFCSS) is developed to address the common challenges on school safety in the ASEAN region. This framework will be used as a regional instrument to strategically guide the integration of disaster risk reduction in the education sector in ASEAN towards comprehensive interventions, unified actions and synergy on school safety with specific focus at the national level. It is also intended to provide a conceptual basis of concerned agencies, Ministry of Education and National Disaster Management Agencies in particular, in ASEAN, to develop school safety interventions based on country-specific need and context, as well as guide the Member States on operationalisation of the framework to effectively translate the concept into concrete actions with substantive impacts.

It demonstrates consistency with the Worldwide Initiative for Safe School's (WISS)[2] promotion of a comprehensive approach to school safety by proposing an operationalisation framework that clarifies and details possible interventions within the overlapping aspects of ensuring safety in schools. It also guides leveraging of multi-actors/ multi-layer partnership and collaboration for implementation, and proposes a set of progress monitoring indicators to track progress within the agreed timeframe. The framework incorporates the ASEAN perspectives, and context-based efforts and initiatives of the ASEAN Member States, to ensure its applicability at the national, sub-national and school levels, to further enhance upscaling of school safety interventions among member states.

> The goals of the framework are to secure the safety and security of children in school from the impacts of all types of hazards, ensure education continuity, and to uphold children's rights to a quality basic education, including anticipation and mitigation of the impacts of known and expected hazards

The ACFCSS operationalises the antecedent to the framework, the Comprehensive School Safety (CSS) Framework, developed by the Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector

2 Countries commit to every new school being "safe" at the Third UN World Conference on Disaster Risk Reduction; and to create social demand for school safety.

(GADRRRES)[3] for the Southeast Asia context. The CSS Framework's goals, alignment between disaster management and education sector policies and plans, foundation in a child-centred risk assessment, and "3 Pillars" are used by the ASEAN Common Framework for Comprehensive School Safety to develop the comprehensive set of activities under the headings of: Safe Learning Facilities, School Disaster Management, and Risk Reduction and Resilience Education.

The ASEAN Common Framework for Comprehensive School Safety has been built upon substantive outcomes and progress achieved so far on school safety by individual member country in ASEAN. It is also aligned with the Sendai Framework for Disaster Risk Reduction (SFDRR), which has broad global consensus, and contributes substantively to the Sustainable Development Goals for 2030[4]. The goals of the framework are to secure the safety and security of children in school from the impacts of all types of hazards, ensure education continuity, and to uphold children's rights to a quality basic education, including anticipation and mitigation of the impacts of known and expected hazards.

3 The Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector (GADRRRES) is a multi-stakeholder mechanism composed of UN agencies, international organisations, and global networks. It is an alliance of partners working to ensure that all schools are safe from disaster risks and all learners live in a culture of safety. The current agenda of GADRRRES includes an active participation in the World Conference on Disaster Risk Reduction as well as in the ongoing process of defining the post-2015 global development goals. GADRRRES has developed and endorsed the Comprehensive School Safety Framework and actively promotes the Worldwide Initiative for School Safety

4 The ACFCSS contributes directly to Goals #4 Quality Education, #9 Industry, Innovation and Infrastructure, #10 Reduced Inequalities. It also contributes indirectly to #1 No Poverty. #3 Good Health and Well-Being, #6 Clean Water and Sanitation #11 Sustainable Cities and Communities, #12 Responsible Consumption and Production, #13 Climate Action, #16 Peace, Justice, and Strong Institutions, and #17 Partnerships for the Goals.

3

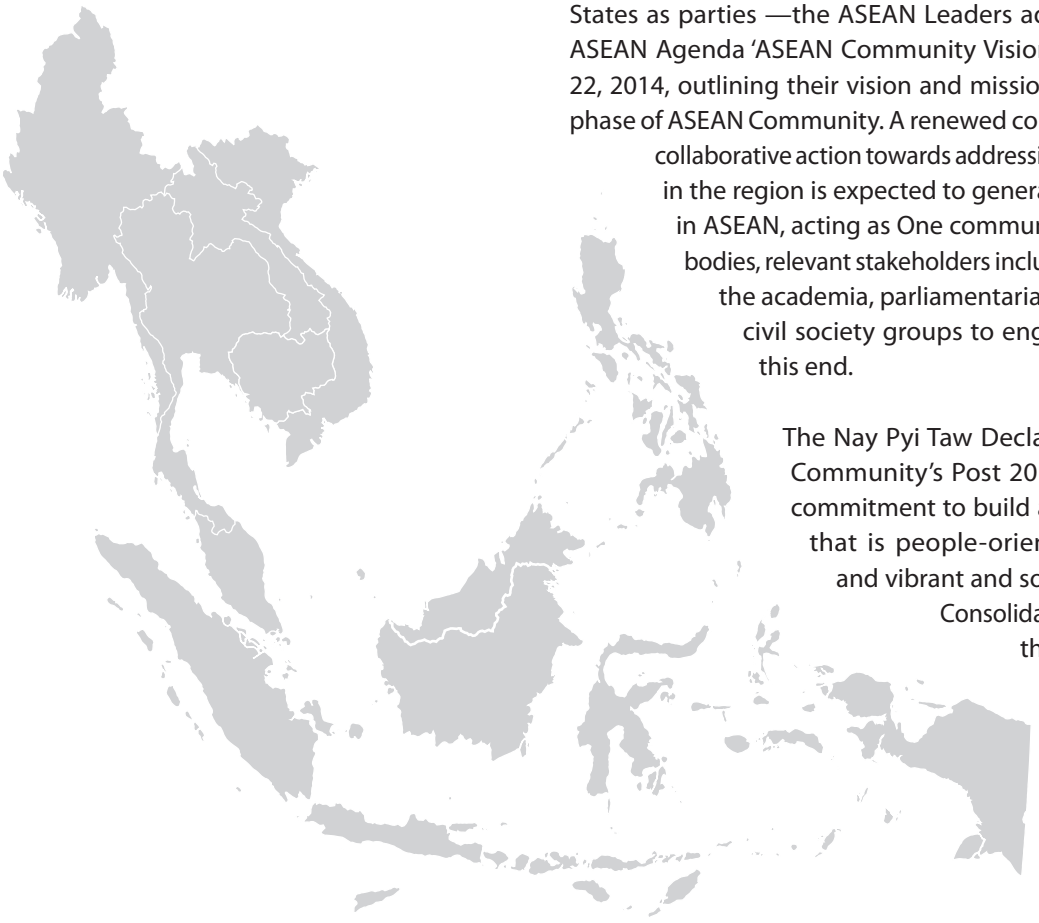
SCHOOL SAFETY IN THE ASEAN REGION

THE IMPACTS OF DISASTERS IN THE ASEAN REGION

The ASEAN region, which is home to more than 600 million people, is one of the most open economic regions in the world, and is considered one of the major hubs for global manufacturing and trade.

While the ASEAN region is becoming an economic "growth centre," it also acknowledges the challenges brought about by its geographic location, which called for a more coordinated and comprehensive response and comprehensive solutions from among ASEAN Member States. The ASEAN region is one of the most hazard-prone. In the last 15 years, more than 100 million people in Southeast Asia have been adversely affected by catastrophic events brought about by different hazards such as earthquakes, storms (cyclones and typhoons), floods, landslides, volcanic eruptions, droughts, fires and tsunamis. During that period, ASEAN countries have incurred significant economic losses due to disasters with a collective figure of 4.4. billion USD dollars every year. The increasing frequency and severity of disasters, exacerbated by the impacts of climate change and poor or un-informed development planning decisions, also intensifies the vulnerabilities of the people in the region (ASEAN Joint Statement on DRR, WCDRR, 2015).

In order for ASEAN to move into a more effective implementation phase of the ASEAN Community 2015 — with all ASEAN Member States as parties —the ASEAN Leaders adopted the post-2015 ASEAN Agenda 'ASEAN Community Vision 2025' on November 22, 2014, outlining their vision and mission in building the next phase of ASEAN Community. A renewed commitment and serious collaborative action towards addressing environmental issue in the region is expected to generate greater confidence in ASEAN, acting as One community, urging all sectoral bodies, relevant stakeholders including the private sector, the academia, parliamentarians, women, youth and civil society groups to engage constructively to this end.



The Nay Pyi Taw Declaration on the ASEAN Community's Post 2015 Vision highlighted commitment to build an ASEAN Community that is people-oriented, people-centred and vibrant and socially responsible. The Consolidated Central Elements of the ASEAN Community's Post-2015 Vision specify that all ASEAN Member States "commit and work towards making ASEAN as a region of peace,

stability and prosperity, an inter-connected, and a caring and sharing community with unity and diversity; as well as build a resilient community with enhanced capacity and capability to collectively respond to emerging trends and challenges."[5] Each Member State should undertake concerted national efforts for the mutual benefit of themselves and the region. They should also enhance and implement an effective work program consisting of both regional and national activities, and need to prioritise appropriate national legislative instruments for better enforcement, compliance and necessary appropriate punitive actions. This is part of the roadmap that ensures that ASEAN Member States enhance their monitoring and surveillance systems, emphasising early warning and better forecast modelling; while shifting from emergency response to better prevention and preparedness in mitigating disasters and risks. It must involve all stakeholders - governments, companies, financial, academic and development institutions, the private sector, consumers, communities and Non-Government Organisations.

The promotion of synergy and coordination was also encouraged among the relevant internal ASEAN mechanisms related to humanitarian assistance and disaster relief, using the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) as the regional policy backbone and common platform. To further address the environmental challenges of the ASEAN, efforts were focused on the outcomes of the 2nd ASEAN Ministerial Meeting on Disaster Management (AMMDM) convened in Bandar Seri Begawan on 16 October 2014, including the adoption of the strategy "One ASEAN, One Response 2020 and Beyond: ASEAN Responding to Disasters as One." This Strategy, which will be launched in 2015, will ensure ASEAN to respond effectively and efficiently to regional disasters; as well as the ASEAN rapid response capacity. As an affirmation of the commitment to the Sendai Framework for Disaster Risk Reduction adopted during the 3rd World Conference on DRR in 2015, ASEAN signed the "Declaration on Institutionalising Resilience of ASEAN and its Communities and Peoples to Disasters and Climate Change" in April 2015.[6] The declaration includes:

1. Encouraging all stakeholders in planning, implementation and institutionalisation of DRR and CCA in all levels through multi-stakeholder mechanisms;

2. Strengthening capacities through the promotion of education on DRR and Climate Change Adaptation (CCA), exchange of knowledge, experiences, etc.;

3. Development of cross-pillar and cross-sectoral collaboration on resilience building, context of DRR/CCA and sustainable development.

THE IMPACTS OF DISASTERS ON EDUCATION IN ASEAN

Education is fundamental to development and growth. It can make possible all development achievements, from health advances and agricultural innovations to efficient public administration and private sector growth. Over the years, government officials and development partners met to affirm the importance of education in development—on economic development and broadly on improving people's lives—and together, declared Education for All as a goal. As a fundamental human right, education is a core principle applicable to all in any situation, and those affected by emergencies

5 Nay Pyi Taw Declaration on the ASEAN Community's Post-2015 Vision. Nay Pyi Taw, 12 November 2014. http://www.asean.org/images/pdf/2014_upload/Nay%20Pyi%20Taw%20Declaration%20on%20the%20ASEAN%20Communitys%20Post%202015%20Vision%20w.annex.pdf

6 Declaration on Institutionalising the Resilience of ASEAN and its Communities and Peoples to Disasters and Climate Change. Statement & Communiques. Posted 28 April 2015. http://www.asean.org/news/asean-statement-communiques/item/declaration-on-institutionalising-the-resilience-of-asean-and-its-communities-and-peoples-to-disasters-and-climate-change

are no exception, even during conflicts and disasters of natural origin. It supports knowledge-based practices on prevention, preparedness and mitigation in response to the deleterious impacts of climate change and environmental degradation.

For ASEAN countries, education is core to development and contributes to the enhancement of ASEAN competiveness. In fact, the ASEAN Charter, launched in 2007, clearly emphasises the strategic importance of closer cooperation in education and human resources development among ASEAN Member States. The critical role of education in promoting ASEAN social and economic development and the building of a strong ASEAN community has also been widely recognised and repeatedly confirmed at various high-level policy dialogues[7] and in policy documents.

For ASEAN countries, education is core to development and contributes to the enhancement of ASEAN competiveness.

Education has been threatened by several natural and man-made disasters, of which impacts can be devastating, and each context presents different challenges. It tends to have a large impact on operational capacity (IIEP, 2006) in the education sector. Schools are destroyed, education infrastructure are damaged, teachers and students displaced, and informational material lost. Human loss, including the loss of teachers, education policy makers, and the school management personnel, affects institution's capacity and the ability to provide a quality education (Global Education Cluster, 2010: IIEP, 2006). Normal processes of education planning breakdown during an emergency, weakening the overall system and creating future problems in the development of an inclusive educational system (IIEP, 20016).

In the ASEAN region, nine out of ten children spend half of their waking hours in schools. Many of these schools are at- risk from disasters. In the last five years, more than 14,500 schools were fully or partially damaged by earthquakes, typhoons, floods, landslides, tsunamis and other hazards. The impacts of disasters on schools have been increasing, and could threaten the investments in education that countries have made to achieve the education targets of the UN's Millennium Development Goals.

In Cambodia, Lao PDR and Thailand, the annual swelling of the Mekong River causes more than half of the number of schools in the affected provinces to close for many days or even months. Other ASEAN countries like Philippines, Indonesia and Myanmar, also face similar high-impact disasters that threaten lives and properties. Some of the intense impacts of hazards on schools in ASEAN Member States since the turn of the century are shown in Table 1.

Less well documented, are recurrent urban floods, typhoons, landslides, and other smaller hazards that prove to be a threat not only to school facilities and educational continuity, but can also endanger the lives of school. In all the disasters mentioned above, schools or the education sector in general, have been one of the worst affected. The damage to school infrastructure and disruption in attendance negatively impact children's educational achievement, thereby affecting educational equity for the most vulnerable groups in the community.

ASEAN Member States have a particular concern in the education sector. Hence, the pivotal role of education in reducing disaster risks has been recognised by national policymakers. It is now beyond the discussion stage that integrating DRR into the education system is essential and it should be done from different angles and on different fronts, and in a uniform and collective effort. Whilst the education sector is highly vulnerable to disasters, it can also play a significant role in reducing disasters.

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7 At the 11th Summit in December 2005, ASEAN Leaders set new directions for regional education collaboration when they welcomed the decision of the ASEAN Education Ministers to convene the ASEAN Education Ministers' Meetings (ASED) on a regular basis, calling for all ASEAN Education Ministers to focus on enhancing regional cooperation in education while recognising collaboration with Southeast Asian Ministers of Education Organisation's (SEAMEO) on undertaking priorities of ASEAN cooperation on education.

Since ASEAN countries in particular have high levels of school enrolment and attendance, it is crucial that school safety and resilience to disasters become a priority focus so as not to lose these important

TABLE 1 HIGH-IMPACT NATURAL DISASTERS IN ASEAN

COUNTRY	YEAR/ MONTH	TYPE OF DISASTER	SIGNIFICANT IMPACTS
Cambodia	2011 July-October	Monsoon rains, storms, cyclones, floods	Affected schools and school children
	2009	Tropical Storm Ketsana	1,169 schools were damaged and impacted 230,000 children
	2000	Floods	Affected schools and school children
Philippines	2015	Typhoon Koppu	249 schools were destroyed and 554 schools more with some damage
	2014	Super Typhoon Haiyan	3,171 schools with significant damage
	2013	Bohol Earthquake	600 schools with significant damage
		Typhoon Bopha/ Typhoon Pablo	473 schools (2,402 classrooms) and 177 ECE Centres were damaged costing around US$ 31 million. 4 million pre-school and school-age children were affected. There was extensive use of schools as shelters (as classes resumed only in January 2014).
		Tropical Strom Maring and Trami	45 schools were flooded. Schools were affected in 200 areas (in some areas, boats regularly used to take children to school).
	2010	Super Typhoon Megi	28 schools with some damage and 63 used as shelters
	2009	Tropical Storm Ketsana	33 schools were destroyed; 113 damaged and 122 used as shelters costing around US$ 13 million damage
	2006	Super Typhoon Durian	90%-100% of school buildings in 3 cities and 50%-60% of school building in two cities were destroyed (>US$ 20 million damage). Schooling of hundreds of thousands of children was affected.
	2006	Landslide	Affected Guidsaugon Village, Leyte, which buried 245 school children and teachers alive in a public elementary school compound
Indonesia	2009	Sumatra Earthquake	250 schools were destroyed (32,000 classrooms) and 1,100 schools with significant damage
Myanmar	2008	Cyclone Nargis	2,460 schools were destroyed and severely damaged, and 750 more schools
Thailand	2015	Bangkok Floods	2,600 schools were damaged, and 700,00 student affected
	2011 July-October	Monsoon Rains and Tropical Storm Nockten	Damage loss of 2,934 (US$ 430 million) with >0.5 million students in 26 provinces affected. School opening was delayed by 5 weeks.
	2004	Floods	30 schools were destroyed

gains.

SCHOOL SAFETY INITIATIVES IN THE ASEAN REGION

Acknowledging the importance of integrating risk reduction in the education sector, several small initiatives to reduce and manage risks in the education sector in Southeast Asia have been undertaken by different actors both at the regional and national level, predating the 2005 Hyogo Framework for Action. Since 2010, there have been two major steps forward.

THE ASEAN AGREEMENT ON DISASTER RISK MANAGEMENT AND EMERGENCY RESPONSE

The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) is one of the region's key strategic interventions on disaster risk reduction outlining a regional framework for collaboration and cooperation in all disaster management aspects in the ASEAN region. AADMER was ratified by the 10 ASEAN Member States and entered into force on 24 December 2009. It is a legally binding instrument on disaster management affirming the region's commitment to the Hyogo Framework for Action.

To translate the AADMER's ideals into concrete actions, the ASEAN Committee on Disaster Management (ACDM) has adopted the AADMER Work Programme 2010 -2015 during the 15th ACDM Meeting in Singapore on March 2010. (AADMER-WP, 2012). The AADMER Work Programme is a rolling plan which has four strategic components –Risk Assessment, Early Warning and Monitoring, Preparedness and Response, Prevention and Mitigation, and Recovery.

Under the Prevention and Mitigation component of the AADMER Work Programme, a section on the integration of DRR in education sector was specified and has the following objectives:

- Facilitate the institutionalisation of DRR in the education sector of Member States;
- Promote sharing of experiences, sound practices, and innovative approaches on DRR integration in the curriculum among and between the education sector, national disaster management agencies, and the broader education sector working group/stakeholders; and
- Deepen the collaboration among key stakeholders in each Member State to initiate or upscale DRR integration in the curriculum and teacher training system of school teachers

THE ASEAN SAFE SCHOOLS INITIATIVE ASSI)

In order to achieve the objectives of the AADMER Work Programme for the education sector, the ASEAN Safe Schools Initiative (ASSI) was established in 2013 under the purview of the AADMER Work Programme Prevention and Mitigation Component. This initiative is a unique partnership that brings together the disaster management and education sectors in ASEAN and the civil society organisations to promote a comprehensive approach for school safety in the region. ASSI was initiated with a two-phased approach to developing an overall regional strategy that will assist with implementing a programme to build resilience and to manage disaster events. The first phase of ASSI was endorsed by the ACDM during its 21st Meeting in January 2013 in Chiang Mai, Thailand while the second phase (implementation phase) was later endorsed by the 22nd Meeting of the ACDM held in Hanoi, Viet Nam in May 2013. ASSI was included among the priorities and flagship projects (Concept Note 15) of AADMER Work Programme Phase 2.

ASSI Phase 1 (January to June 2013), supported by Australia Aid, was a scoping phase using a consultative process to identify and understand existing school safety programming initiatives, systems, experiences, challenges and concerns in the region. Building on the results of the first phase, the implementation phase of ASSI (Phase 2 - January 2014 – December 2016), supported by the European Union (DipECHO) and Australian Aid, was developed with the primary objective of improving and accelerating the implementation of Safe Schools initiatives in all ASEAN Member States, by achieving the following results:

RESULT 1

Regional collaboration on the development of school safety across ASEAN Member States is strengthened with prioritised tools and approaches in place by the end of the project;

RESULT 2

Policies, tools and technical capacity are in place and being utilised through inter- agency collaboration to promote safe schools at the country and school levels; and

RESULT 3

Increase in advocacy and learning initiatives on school safety across Ministries of Education, National Disaster Management Offices and other stakeholders in ASEAN Member States.

SEAMEO'S PROJECT 10 AND OTHER REGIONAL INITIATIVES ON SCHOOL SAFETY

National education sector and disaster management sector leaders in ASEAN reiterated their support for school safety in several high level forums. These included the 3rd ASEAN Education Ministers Meeting. SEAMEO High Level Meeting 2012, and the Seventh East Asia Summit in 2012, all recognised the need to enhance disaster management cooperation for the region through sharing of knowledge, expertise, and lessons-learned, while strengthening the capacity building programs of disaster risks focal persons and the Education Ministries on disaster preparedness, emergency response, relief, and reconstruction efforts.

Concurrently, the Southeast Asian Ministries of Education Organisation (SEAMEO)[8], began its efforts on disaster risk reduction thru its "Collaborative Projects to Reach the Unreached in Southeast Asia and Attain Education for All Goals by 2015". Project 10 of the initiative is the "*Education in Emergencies and Disaster Preparedness*" led by Indonesia and the Philippines. This project targets children in difficult circumstances addressing the need not only for planning for emergency response in the education sector, but also for pro-active planning for risk reduction and resilience.

GLOBAL FRAMEWORKS FOR DRR AND GLOBAL SCHOOL SAFETY INITIATIVES

At the global level, the provision of safe schools has been among the priorities of the Hyogo Framework for Action2005-2015 (HFA) and is broadly covered by *Priority for Action 3 – Use of knowledge, innovation and education to build a culture of safety and resilience at all levels*. The successor, Sendai Framework for Disaster Risk Reduction (SFDRR) 2015-2030, adopted in March 2015, similarly identifies "substantial reduction of disaster damage to critical infrastructure and disruption of basic services, including health and education facilities, through developing resilience" as among its main targets by 2030. At the same time, children and youth were also identified in the new global framework as key actors for to disaster risk reduction and for building resilience to communities.

The SDFRR 2015-2030 also supports existing regional and global campaigns such as the "One million safe schools and hospitals" which is led by the United Nations International Strategy for Disaster Reduction (UNISDR). This initiative is part of the Global Campaign 2010-2015 "Making Cities Resilient"

8 The Southeast Asian Ministers of Education Organisation (SEAMEO) is a regional intergovernmental organisation established in 1965 among governments of Southeast Asian countries to promote regional cooperation in education, science and culture in the region. Member countries comprise of all ASEAN members and Timor Leste.

that was built upon the 2006-2007 Global Campaign on Safe Schools. The ASEAN specifically, with technical support from the UNISDR, has launched the "One Million Safe Schools and Hospital Initiative" in 2010 for the ASEAN region.

In 2013, the Worldwide Initiative for Safe Schools (WISS) was established as a structured global campaign for a comprehensive approach to school safety by mobilising political commitments from interested governments to ensure safety of schools. WISS is led by the UNISDR and is supported by the Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector (GADRRRES), a multi-stakeholder mechanism composed of UN Agencies, international organisations and global networks.[9]

THE COMPREHENSIVE SCHOOL SAFETY (CSS) FRAMEWORK

The Comprehensive School Safety (CSS) Framework was developed in preparation for the 5th Asian Ministerial Conference on Disaster Risk Reduction in 2012, by the members of the Asia Pacific Coalition for School Safety. The framework promotes a comprehensive approach to DRR in the education sector, embedded in the education policy, plans, and programmes and aligned with national, sub-national and local disaster management plans. The Framework also aims to support school safety as a priority area of post-2015 frameworks for sustainable development, risk reduction and resilience.

THE GOALS OF COMPREHENSIVE SCHOOL SAFETY ARE:

- To protect learners and education workers from death, injury and harm in schools
- To plan for educational continuity in the face of all expected hazards and threats
- To safeguard investor investments and
- To strengthen risk reduction and resilience through education

The CSS framework rests on three intersecting pillars as below:

Pillar 1. Safe learning facilities. It involves education authorities, planners, architects, engineers, builders, and school community members in safe site selection, design, construction and maintenance, including safe and continuous access to the facility

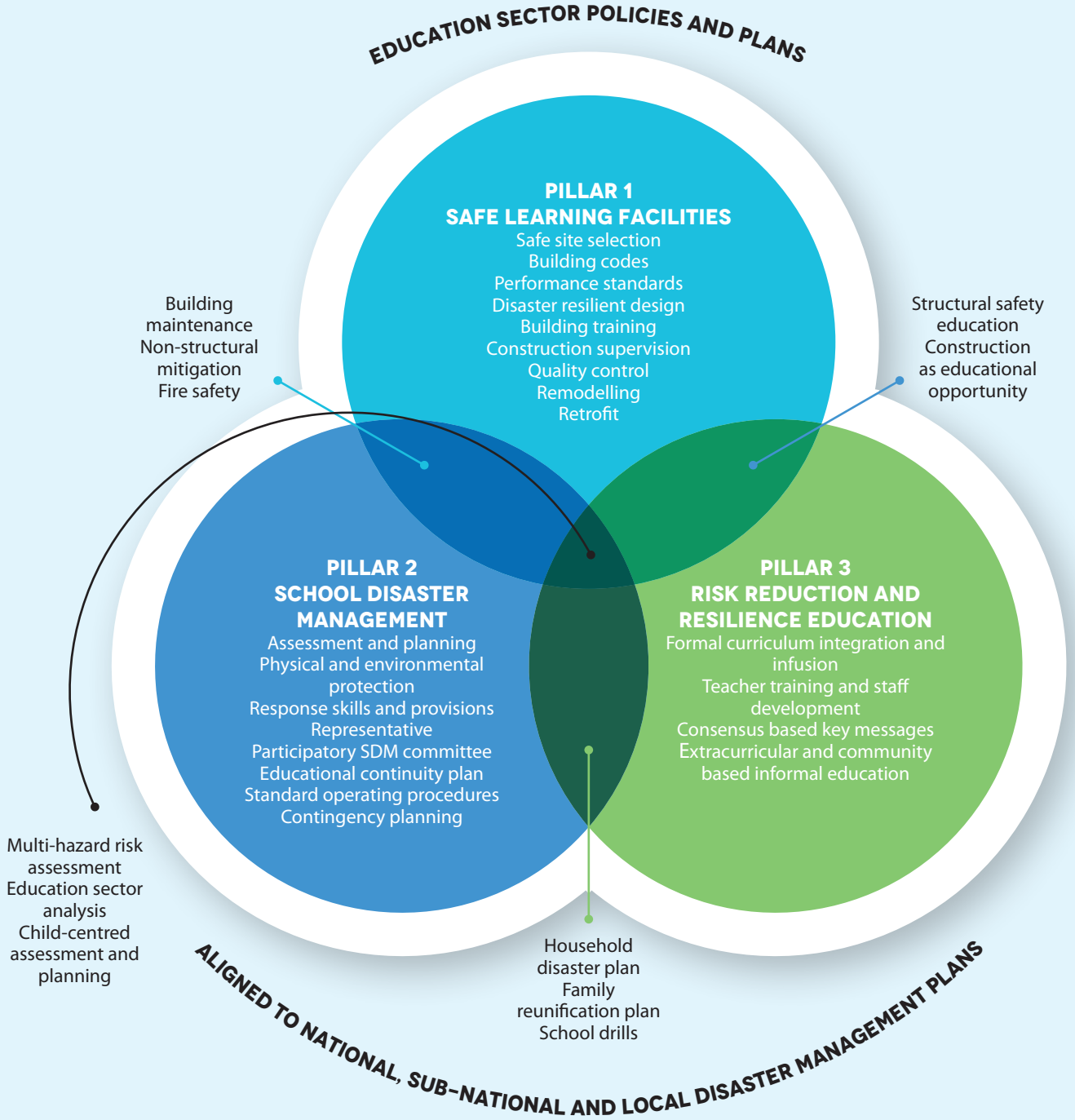
Pillar 2. School disaster management. This is established via national and sub-national education authorities and local school communities (including children and parents/guardians) working in collaboration with their disaster management counterparts at each jurisdiction in order to maintain safe learning environments and plan for educational continuity, conforming to international standards

Pillar 3. Risk reduction and resilience education. This includes formal and non-formal education designed to develop a culture of safety and resilient communities (GADRRRES and WISS 2015).

The Comprehensive School Safety Framework brings diverse school safety efforts into a clear and unified focus in order for education sector partners to work effectively, and to link with other sector with similar efforts at the global, regional, national and local levels.

9 Members of GADRRRES include the Global Facility for Disaster Risk Reduction and Recovery (GFDRR), International Federation of Red Cross and Red Crescent Societies (IFRC), Inter-Agency Network for Education and Emergencies (INEE), Plan International, Save the Children, Southeast Asian Ministers of Education Organisation (SEAMEO), UNESCO, UNICEF, UNISDR, and World Vision.

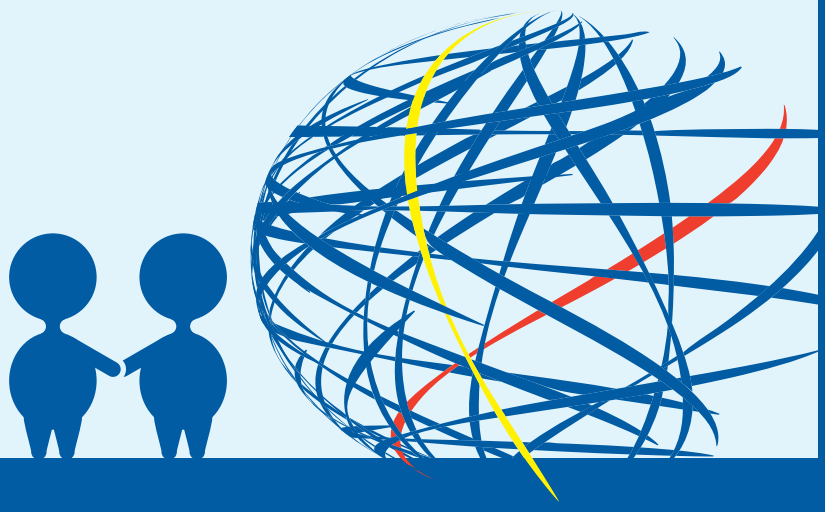
FIGURE 1
THE COMPREHENSIVE SCHOOL SAFETY (CSS) FRAMEWORK



To further strengthen the implementation of CSS Framework, as well as guide monitoring of progress, GADRRRES convened global experts to develop a set of targets and indicators by which to monitor progress. The three (3) output targets are:

Twenty-two (22) output indicators, grouped under the areas "Enabling Environment", "Safer Learning Facilities", "School Disaster Management" and "Risk Reduction and Resilience Education were also identified (GADRRRES 2015).

In ASEAN, the 35th SEAMEO High Officials' Meeting in 2012 endorsed the Comprehensive School Safety Framework and encouraged report-back on progress of national implementation, collaboration to build on, contextualisation of the framework, monitoring and documentation of hazard impacts on education, and engagement with SEAMEO Centres in innovative efforts and partnerships to drive the work forward.



IMPLEMENTATION OF SCHOOL SAFETY IN ASEAN: ACHIEVEMENTS AND CHALLENGES

The last decade has seen the advancement towards the integration of DRR into the education domain in the ASEAN region. Countries' interventions have significantly progressed in concurrence with the evolution of the three pillars of school safety. It is important to understand how countries work toward school safety, for operationalisation of the framework to support and optimise implementation at the national and sub-national level. The following section aims to capture key issues of school safety and context surrounding school safety interventions in ASEAN.

RECOGNITION OF THE COMPREHENSIVE SCHOOL SAFETY FRAMEWORK (CSSF) AMONG ASEAN COUNTRIES

- The need for a child-centred multi-hazard risk assessment as the starting point for understanding the scope of needs is recognised, though not yet systematically approached. The value of engaging the different stakeholders and agencies needed to take action on each of the three pillars of Comprehensive School Safety is also widely recognised among development partners and education authorities in ASEAN countries. This has become a common reference for discussions on the initiatives of integrating disaster risk reduction options and practices into the education sector. Some countries have adopted, adapted, and are actively using the framework as a model to guide planning and programming on safe schools.
- Countries like Cambodia, Philippines, Thailand and Lao PDR have also made reference to the CSS Framework in their school safety programming, to wit;
  - » Cambodia has launched the Child Friendly School Program in 2013 as part of their efforts to promote the safety of children in schools and improve learning outcomes under the Third Dimension of the Child Friendly School Policy (CFSP), adopted by the Ministry of Education Youth and Sport in 2007. The program aims to establish the linkages of the education policy with disaster risk reduction in the light of the three pillars of school safety: Safe Learning Facilities, School Disaster Management and Risk Reduction Education (Child Friendly School Program 2013).
  - » Philippines indicates in its Hyogo Framework for Action (HFA) Progress Report 2013-2015 , that the Comprehensive School Safety Framework is operationalised based on the three pillars, provides the foundation for the DRRM in Basic Education together with the four DDRM elements (recovery & rehabilitation, response, preparedness, prevention & mitigation). This is also in consonance with the 2011-2018 National Disaster Risk Reduction and Management (NDRRM) Framework (Philippines National Progress Report on the Implementation of the Hyogo Framework for Action 2013-2015).

  - » Thailand, has aligned its interventions to the three pillars of comprehensive school safety model. (Thailand Country Consultation 2014).
  - » Laos, with support from Save the Children, the government has strategically proceeded on school safety interventions clustered under the three pillars of the CSSF.
- Familiarity with the framework among education authorities is high through advocacy work in partnership with development agencies on child-centred and school-based DRR. However, those outside the scope of the education sector, such as the DRM agencies or DRR focal officials in some countries, are not yet adequately acquainted with the framework.
- Indonesia, Lao PDR, and the Philippines have all been amongst the first countries to join the Worldwide Initiative for School Safety, as champion countries, intending to lead the way in comprehensive school safety.

REVIEW OF PROGRESS AND KEY OUTCOMES OF CSSF IMPLEMENTATION IN ASEAN

The series of consultations, reviews and reporting from various ASEAN countries who are either in hazard hotspots, or have experienced large-scale disasters, or localised disasters, revealed varying strategies, mechanisms, approaches, tools and instruments and structures for implementing safe school initiatives. Below are highlights of the progress and key outcomes.

Safe Learning Facilities

- The initiatives under safe learning facilities are mostly reconstruction of school facilities destroyed or damaged during major disaster events such as the Cyclone Nargis in Myanmar (2008), West Sumatra Earthquake in Indonesia (2009) and Super Typhoon Yolanda in the Philippines (2013) as part of disaster recovery program. Besides government budget, rebuilding of schools was implemented with funding support from various development agencies and using the concept of 'build back better', thus improving structural safety. Independent monitoring of the results of these efforts have not yet been reported.
- Guidelines for construction of schools and school facilities that incorporate disaster risk reduction are available, but consistent safe site selection criteria have not been implemented due to conflicting issues. Standardised designs are mostly conceived as 'one-size-fits-all', making them impractical for many remote and mountainous areas. The question on optimising the use of and compliance with these standards still remains. In the broad sense, risk assessment and prioritisation for retrofitting of existing unsafe schools has yet to be implemented in most ASEAN countries, especially aging schools in earthquake, flashflood, and landslides risk zones. Whilst there is a good consensus on lessons learned in safer community-based school construction, programs to implement or replicate best practices remain to be designed.
- Massive destruction of education facilities as a result of a number of disasters has led to various initiatives on safe learning facilities. In Indonesia, initiatives include Massive Classrooms Rehabilitation 2011-2012 to reconstruct and rehabilitate 368,188 classrooms of primary and secondary schools and integrating the earthquake-resistance buildings in the technical guideline for reconstruction and building new classroom for secondary school in 2014 (Suharwoto 2014). In Myanmar, school upgrading and reconstruction with cyclone-resistant features, funded by different donors for post-Nargis recovery and reconstruction were implemented. Likewise, in the Philippines, school and classroom reconstruction after the Yolanda has adopted disaster –resilient features including relocation to safer sites or reconstruction on the safer sites with criteria as elevated foundation and structural design that can withstand different wind speeds and strengths. Impacts of smaller scale hazards on school infrastructure, the course of recovery, and the impact on the education of affected students, is less well documented.
- Efforts are being made (in Laos and Indonesia) to test school-safety self-assessment as a means of triaging those schools needing a technical assessment. It is complemented with training both engineering and Technical Vocational Education and Training (TVET) students, as well as public sector engineers to be able to conduct standardised assessments

which yield tools for decision-making and prioritisation of both retrofit and replacement of unsafe schools. Additionally, of critical importance are standard tools for structural risk assessment, approaches for capacity-building to enhance technical competence at sub-national level, and budget allocation for public investment in safe facilities. In setting standard criteria and specification for necessary structural modification, locally viable practices, budget provision, technical knowhow for local contractors and builders, and transparency need to be considered.

School Disaster Management

- School disaster management activities are seen as part of ongoing school-based management and planning. Activities should encompass risk assessment, identification and implementation of mitigation measures to reduce and adapt to hazard impacts, response preparedness skills and provisions, and educational continuity planning. These have been successfully supported by trained school-based risk reduction and resilience focal points. Many risk reduction measures can be incorporated into 'school development' or 'school improvement' planning, while some maybe incorporated into an ongoing or deferred school maintenance plans. Planning for educational continuity involves identification of alternate locations, calendars and contingency methods when hazard impacts disrupts regular school attendance. Response skills can be supported by national guidance for standard operating procedures for disasters and emergencies, to be adapted for specific local conditions, and tested through regular simulation exercises and drills. In some countries, such exercises become obligatory for schools in pilot areas and are regulated/ supervised by education-authorized agencies at sub-national level, i.e. Education Area Management Units. The role of education authorities at the national level provide is to provide guidance and direction based on national and sub-national risk assessments, supplemented by local information. School disaster management is not an occasional activity, but rather an ongoing process, ideally following a standard format for the annually updated school DM plan and guidelines flexible enough for contextualisation. Likewise, countries throughout the region have a standing invitation to participate in the global Shakeout Drill in October or at a time of their choosing[10].
- In the Philippines, a national DRRMO is set up with full time staff at the Department of Education (DepEd), and designated employees as DRM focal points at sub-national and school levels. School disaster management and contingency plans are considered crucial for schools located in high risk zones, hence DepEd has worked with various partners to start up disaster management activities and contingency planning for education in emergencies,in several high risk areas, through school-community coordination, and joint exercises such as school orientation to the community leaders on earthquake risk and precautionary measures and earthquake drills among educational institutions. In the National Capital Region, the DRR focal points have formed their own support network known as REDIRA (DepEd 2015).
- To ensure synergy of school DM plans with local DM plans, some countries have school DM Plans and simulation exercises conducted in collaboration with village or neighborhood disaster management committees, and local authorities. Teacher training on DM and response coordination, post-disaster damage assessment, and maintaining emergency provisions, are also major elements under this component.

Risk Reduction and Resilience Education

- All the countries in the ASEAN have pioneered incorporating disaster risk into school academic curricula and extra-curricular activities for particular grades at primary and early-secondary level. Various approaches for integration have been adopted, i.e. incorporating discussions on hazards, disasters and resilience contents in the existing subjects, into 'local-content' classes, homerooms or scout training periods. This has been supported with some suggesting risk topics

10 See www.shakeout.org

in training, guidance materials to enhance integration of risk reduction and resilience education in various subjects, and allowing certain percentage for potential inclusion of customised learning content (including local risk content) into the basic curriculum. Education authorities take the lead roles at the national level for curriculum review and revision, pedagogical development, teacher training, developing exemplars and other teaching media. Implementation has not yet reached pre-service training through post-secondary teacher training institutes. Context-based learning activities are developed by each individual school using various interactive method to engage students to learn about risk, personal hygiene, first aid, life skills, as well as resilience-building skills through risk assessment exercise, disaster preparedness planning activities, and school drills relevant to school disaster management. Much more work remains to be done in this area, including to support social and emotional and peace-building skills.

VARYING FOCUSES ON SCHOOL SAFETY AMONG ASEAN COUNTRIES

- Countries in hazard hotspots, like Indonesia and Philippines, have shown continued efforts on school safety in greater scale compared to other ASEAN counterparts due to magnitude of catastrophic impacts of the events they experience which are beyond the capacity of the education sector to address.
- Indonesia and Thailand have reported DRR inclusion in their national educational curriculum at all levels (primary, secondary, university curriculum and professional DRR education program), while Lao PDR and Viet Nam, school safety is integrated into their 3rd-6th grade curricula, however, such integration is yet to result into evidences at their primary and secondary level (HFA National Progress Report 2015).
- In terms of policy and planning, Viet Nam and Cambodia have made significant progress in recent years. The Action Plan for Implementation of the National Strategy on Disaster Reduction, Preparedness and Response in the Education Sector from 2011-2020 was approved by the Ministry of Education and Training (MoET) of Viet Nam in 2011. For the implementation of the plan, three (3) programs have been approved: 1) Mainstreaming content of disaster prevention and control into school curriculum, 2) Development of disaster information management system for training and education sector from 2013-2020, and 3) Information and propaganda on response to climate change and disaster prevention.
- Cambodia's Ministry of Education, Youth and Sports (MoEYS) has officially launched the Save School Guidelines, under the Child-Friendly School Program, "to highlight some important points and common practices of promoting children's safety in schools, highlighting the "to do and not to do", to ensure that children are safe from natural disasters such as flood, storms, lightning strike, fire, drought and human-made disasters such as traffic accident, violence, sexual abuse, hygiene and health and physical infrastructures, etc." (MoEYS 2013).

MULTI-AGENCY COLLABORATION ON SCHOOL SAFETY

- Indonesia sees an increased commitment on School Safety, as the Ministry of Education and Culture, Ministry of Public Works, Ministry of Religious Affairs, Ministry of Home Affairs, BNPB and non-government stakeholders jointly worked towards stronger implementation of DRR through the school curriculum. Increasing number of training programs have been developed by non-government partners to strengthen capacity of actors for better recovery.
- In Thailand, strong support from child-led and DRR education-focus agencies such as Save the Children, Plan International, World Vision, IFRC, CARE, UNICEF, and UNESCO to the Ministry of Education on school safety has contributed significantly on the progress of school disaster management and risk reduction and resilience education. Networking and collaboration of the agencies provide a platform for greater synergy and more coherent actions in the future. More collaborative works between the ministry and other government counterparts is yet to be pursued both at national and sub-national level.

4

THE ASEAN COMMON FRAMEWORK FOR COMPREHENSIVE SCHOOL SAFETY

WHAT IS SCHOOL SAFETY?

School Safety must be simultaneously addressed from top-down in terms of strategy, policy, guidance and financing, as well as from bottom-up in terms of all-school engagement in the ongoing tasks to achieve risk reduction and build resilience. School safety is attained when children and adults can reasonably expect that they will not be injured or killed on school premises, and that student's continuous access to their right to a free quality basic education is not threatened by known and expected hazards. Safe schools are recognised as the platform to advocate, plan, undertake, implement, promote, support, and reach out to their communities to strengthen their ability to address and cope with the impacts of natural and man-made hazards.

'School safety' covers aspects broader than the literal school. It also encompasses the capacity of a school and the education sector to ensure continuity of its functions and education services, as well as to equip learners with knowledge and resilience-building skills to enable them to face the impacts of natural and man-made hazards and climate change. Hence, 'school safety' basically links education policy, planning and practices to Disaster Risk Reduction and Management at various levels (national, sub-national, local and school level) and spaces in the education sector to address disaster risks in a more comprehensive and harmonised manner. [11]

WHAT IS THE ASEAN COMMON FRAMEWORK FOR COMPREHENSIVE SCHOOL SAFETY?

The **ASEAN Common Framework for Comprehensive School Safety** (ACFCSS) presents the conceptual framework to enhance school safety against the adverse impacts of natural and man-made hazards for the ASEAN nations. It seeks to bring the national education authorities and the National Disaster Management Offices (NDMOs) together, with the common goal to establish an enabling environment to align sectoral policies along with disaster management policies at the national, sub-regional and local levels.

The ASEAN Common Framework for Comprehensive School Safety is proposed to support operationalising the CSS Framework into workable plans and programs incorporating ASEAN perspectives and contextualising the efforts and initiatives taken within the ASEAN region. It elaborates the CSS framework to enhance upscaling school safety interventions in member states.

11 ADPC; "Towards A learning Culture f Safety and resilience: technical Guidance for Integrating Disaster Risk Reduction in the School Curriculum". UNESCO/UNICEF. 2012

It incorporates inputs from national education authorities and disaster management agencies during series of forum and purposive consultations, whose common goal is to establish an enabling environment for the alignment of education sector policies and plans with those of disaster management, at national, sub-national and local levels. Central to the framework is an all-hazards, child-centred risk assessment of the threats to the education sector. Like the CSSF, the ASEAN Common Framework for Comprehensive School Safety presents "pillars of intervention," a comprehensive set of activities in different levels (regional, national, sub-national and school levels), within the three overlapping spheres of school safety intervention, namely: Safe Learning Facilities, School Disaster Management, and Risk Reduction & Resilient Education, each with different sets of main actors.

The ASEAN Common Framework for Comprehensive School Safety has the following key features:

- It presents the conceptual framework to enhance school safety against the adverse impacts of natural and man-made hazards in the context of the ASEAN region;
- It seeks to bring national education authorities and NDMOs together with the common goal to establish an enabling environment to align sectoral policies along with disaster management policies at the national, sub-national/local levels and the school levels; and
- It uses the comprehensive set of activities under the three pillars of: Safe Learning Facilities, School Disaster Management, and Risk Reduction & Resilient Education.
- Provide targets and indicators for measuring progress towards the goals of safety, educational continuity, and protection of education sector investments.

WHY DO WE NEED THE ASEAN COMMON FRAMEWORK FOR COMPREHENSIVE SCHOOL SAFETY?

In view of the flurry of ongoing school safety efforts at the global, regional and national levels, it is crucial for the ASEAN region and its individual member states to have a common framework on school safety as a platform for unified country actions and regional cooperation, in accordance with the CSS as a foundational framework as well as of the principles of AADMER as a regional agreement and the affirmation of the ASEAN Charter, which aims to accelerate the establishment of the ASEAN Community 2015.[12]

The ACFCSS aligns with global efforts to integrate DRR into the education sector and with disaster risk reduction and sustainable development goals. At the same time, the ACFCSS also addresses the need for the development of a mechanism to effectively operationalise the CSS framework at the regional, national, and sub-national levels.

The series of consultations, reviews and high-level meetings has highlighted key lessons learned, which pointed to the need for crafting an approach across ASEAN. These are as follow:

- That collaboration inherent in a regional and multi-country approach demands that commitment and support, including the clear delineation of roles, are present at all stages of project implementation;
- That mapping and sharing of resources and expertise, which are essential given limited resources, and increased accountabilities, can help facilitate the DRR and safe school initiatives within the region; and finally
- That strong policies and legal frameworks are critical in coordinating, harmonising, and spurring the various efforts that would strategically and efficiently prepare and assist schools

12 As agreed in Cebu, Philippines in 2007. Included in the "Declaration on Institutionalising the Resilience of ASEAN and its Communities and Peoples to Disasters and Climate Change."http://www.asean.org/news/asean-statement-communiques/item/declaration-on-institutionalising-the-resilience-of-asean-and-its-communities-and-peoples-to-disasters-and-climate-change

- That common metrics for comparing progress will help ASEAN nations to support one another in achieving their goals.

Consequently, the ASEAN Common Framework for Comprehensive School Safety is envisioned to address the common challenges in the ASEAN context which were identified during the recent series of review, consultations and high level meetings of NDMOs, the Education Ministries and national leaders[13]: Below are the following:

- Issue for continuation and scaling-up of school safety interventions
- Need to ensure clarity and details on types of interventions - activities indicated under each pillar and areas of confluence
- Need to ensure role clarity – leading agencies, supporting agencies and stakeholders
- Need to develop a systematic way to monitor progress and to consolidate the outcomes of interventions by various actors
- Size of the education sector, and methods and resources are a challenge both for baseline data collection and progress monitoring

OBJECTIVES OF THE FRAMEWORK

The goals of the ASEAN Common Framework for Comprehensive School safety are: 1) To protect learners and education workers from death, injury , and harm in schools; 2) To plan for educational continuity in the face of all expected hazards and threat; 3) To safeguard education investment; and 4) To strengthen risk reduction and resilience through education. At the heart of the framework is an all-hazard, child-centred risk assessment of the threats to the education sector.

To bring together all concerned agencies (i.e. Ministries of Education, National Disaster Management Office, and other relevant line agencies) to appreciate one ASEAN strategic vision and framework for action, the framework specifically would want to:

- provide a solid reference on the formulation and implementation of regional and country program on school safety
- elaborate sets of implementation actions pertaining school safety that create common understanding in the pursuit of concrete actions
- help promote coherence and foster regional cooperation on school safety that complement global school safety initiatives
- support country in setting priorities, achievable targets and monitoring indicators to gauge impacts over long term period

WHAT DOES THE FRAMEWORK ADDRESS?

The ASEAN Common Framework for Comprehensive School Safety is envisioned to address the gaps, issues and challenges encountered by the ASEAN Member States in the design, implementation, and monitoring of school safety and DRR initiatives at the country level, forging effective partnerships and collaboration with various stakeholders at the regional, national, sub-national and school-levels, as well as the common challenges encountered in ASEAN as outlined below:

13 Presented during the Regional Consultation workshop for the ASEAN Common framework on Oct. 22-23, 2015 at Vientienne, Lao

- **Limited interventions at country level**: Most of school safety interventions at the programme or project level are in pilot stages with limited coverage and inadequate monitoring. Continuity is a critical issue. Strategic guidance, technical support and regional facilitation are required to strengthen, nurture, and sustain actions towards scaling-up school safety programming.
- **Prepositioning DRR among cross-cutting areas in the sector**: Sound education policy and planning is important to ensure that specific goals and targets for human development are met as a contribution to the overall development of the nation. Achieving "quality education for all" requires addressing a wide range of issues and priorities in the education sector. It is vital to ensure that the threats posed to the education sector by hazard impacts is well-understood and well-addressed. It is important that DRR is well positioned in the education sector, not as a "one-size-fits-all" solution, but as a need-based intervention that complements with other cross-cutting issues, in order to effectively address specific at-risk segments of the sector.
- **Optimisation of multi-stakeholders engagement**: Stakeholder engagement for DRR integration in education comes in various ways among countries in ASEAN. NGOs, INGOs, UN System, donors and development agencies with child-led, child-centred, or school-based focus are potential allies for strengthening school safety initiatives if a systematic way of consolidating their contributions is institutionalised. The existing mechanism for these collective efforts to effectively contribute to risk reduction for education needs strengthening, hence highly capable stakeholders are not being maximised. Therefore, set of country indicators, are required to generate evidence-based information for progress monitoring.
- **Disparity between the framework and actual implementation**: ASEAN countries exhibit familiarity with the CSS Framework, and some are actually using the framework to guide their DRR planning and programming using the three overlapping pillars as the major components. However, inconsistencies between conceptual framework and actual application to achieve concrete outcomes abound. To address this mismatch, further refinement and detailing of activities as well as guidance for operationalisation of the framework is crucial.
- **Lack of supporting system for progress monitoring on school safety**: The huge scope of the education sector poses a challenge for baseline data collection. Introducing additional exercise for baseline data collection to school teachers and administrators could be treated as additional job assignments. Hence, there is a need for careful selection of baseline data and priority indicators reflecting the current status of the education sector. Using a phase-in approach, the baseline data and indicators could be expanded and elaborated further as the country moves forward in its implementation.

THE TARGET USERS OF THE FRAMEWORK

The target audiences of this document are primarily the education ministry, as a key actor and focal agency for school safety, and the National Disaster Management Organisation (NDMO), as DRR focal agency at the national level. It will also engage government agents in both DRR and education domains, key stakeholders including education authorities at national, sub-national, and school levels, DRM authorities at all levels, local administrative units, school communities (school managements/ principals, teachers, school staff, students, guardians and immediate communities), and international and local non-government agencies advocating for school safety in terms of bridging the gaps in school safety policy between the global and regional levels.

5

KEY ELEMENTS OF ASEAN COMMON FRAMEWORK FOR COMPREHENSIVE SCHOOL SAFETY

THE 3 "PILLARS" OF THE FRAMEWORK

Based on the three pillars of the existing Comprehensive Safe School (CSS) Framework, the ASEAN Common Framework for Comprehensive School Safety comprises three interconnected pillars as shown in Figure 2.

Pillar 1: **Safe Learning Facilities**. Making schools safer places for learning, safeguarding school communities from deaths and injuries due to structural collapse, damage, or malfunction, and minimise losses to school infrastructure.

Pillar 2: **School Disaster Management**. Ensuring school community (and education sector as a whole) able to assess risks, plan for mitigation, prepare for response, cope with and recover from disaster events; and have capacity to act effectively and in a timely manner.

Pillar 3: **Risk Reduction and Resilience Education**. Enhancing knowledge, attitudes and skills for risk reduction and resilience of students and general public to develop a culture of safety

The three intersecting pillars are composed of key components of school safety and the areas of confluence, with sets of recommended interventions that involve the lead roles of key stakeholders- e.g. Education Ministry and other government agencies responsible for sub-national and local education administration, and support from different stakeholders. Planning and implementation of the activities are embedded as inherent in the education sector policies and plans, and not as an ad-hoc or a standalone initiative. Similarly, linkages with national, sub-national and local disaster management plans shall be established to ensure holistic coherence and complementation between school safety and disaster management & DRR. Hence, school safety will contribute to an enhanced education sector performance as well as to achieve disaster risk reduction goals of countries and specific areas.

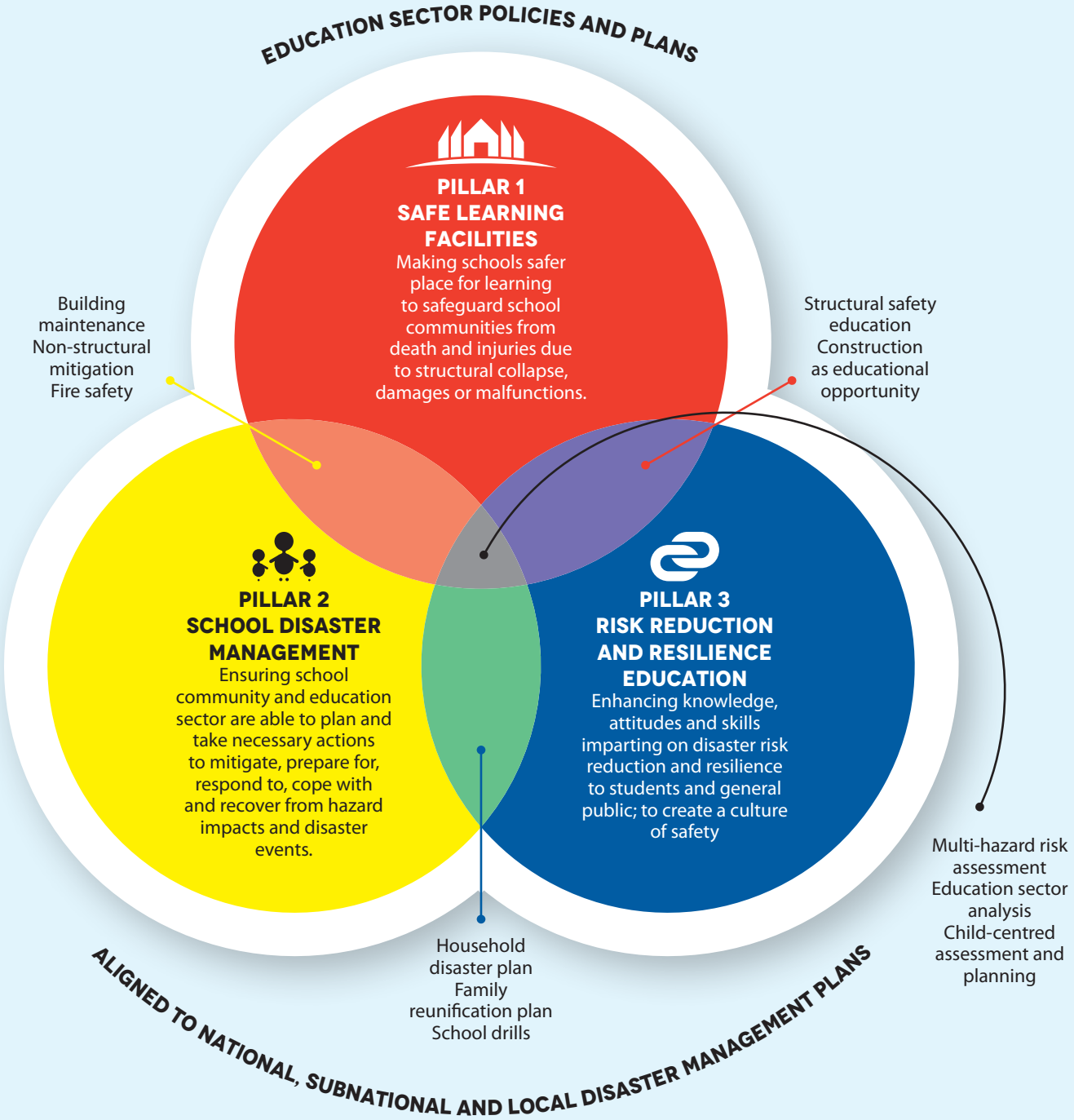
Under each pillar and in the areas of overlap, a range of implementable activities are detailed in Table 2.

TOWARDS OPERATIONALISING THE FRAMEWORK

UNDERPINNING PRINCIPLES IN THE INTERVENTIONS

The ASEAN Common Framework for Comprehensive School Safety captures the principles that serve as the foundation for the identified intervention for the ASEAN members' target populations. The four

FIGURE 2
THE ASEAN COMMON FRAMEWORK FOR COMPREHENSIVE SCHOOL SAFETY



(4) underpinning principles below provide guidance to the target users of this Framework in the contextualisation and operationalisation process:

1. **Schools as part of community**. Schools in ASEAN exhibit close connections with their communities, and receive substantial direct and indirect support from them. Schools are integral part to social systems at the local levels (i.e. school, home, work, and place of religious functions). Schools perform range of social functions in both urban and rural settings. The framework sees this connection, thus provides guidance to enhance community-school joint actions and mutual benefits.

2. **Local hazards and daily risks**. ASEAN has suffered a number of major catastrophic events. In the recent past, the education sector in the region has been severely affected by the Indian Ocean Tsunami in 2004, Cyclone Nargis in Myanmar in 2008, Ketsana Typhoon in Lao PDR, Cambodia, Philippines and Viet Nam in 2009, Thailand Great Flood in 2011, and Yolanda Typhoon in the Philippines in 2013, to name only the major ones. Besides, localised hazards and risks have accumulated negative impacts overtime which might have been overlooked. Local floods interrupt schooling every year in both urban and rural locations. School facilities are damaged due to landslides, storms and heavy rains. Failing to recognise the localised hazards and risks equally undermines safety of learners and continuity of education, thus, the framework gives adequate attention to both small-scale and large-scale hazards and risks.

3. **Legislation, resources and existing partnerships at the national and regional level**. Existing legislations and policies provide solid legal framework that enhances DRR integration into the education sector or vice-versa. The Education Ministry is already mandated to pursue disaster management and disaster preparedness for the education sector to support National DRR Plan. NDMO, as national counterpart on DRR, has endeavored to facilitate, engage, and support DRR initiatives for the education sector. At sub-national level, education administration units, and the sub-national and local authorities have established platforms to work together on disaster risk reduction. The framework has been built around these existing legal provisions that offer key actors on school safety prospects to upscale a more harmonised actions and benefits.

4. **Learning settings in ASEAN**. The learning structure in ASEAN comprises both formal and non-formal settings. For out-of-school children and youth, opportunities for accelerated, self-study and other forms of non-formal education are of critical importance. Where early childhood education remains optional, this is also a vital resource that requires safe-guarding, and whose users must be kept safe. During unstable situations, non-formal schools are often set up in temporary evacuation camps for displaced people in the border areas and usually operate in challenging environments, for children with vulnerable conditions. Many youth movements and afterschool activities are also significant contributors to non-formal education. The ASEAN Framework recognises this challenge and ensures its application to all learning settings to protect basic right of learners, with possible support from international agencies, INGOs, and the host country.

There are several actors on school safety in a particular country. In most countries, national education authorities are tasked to take the lead in school safety, however they cannot be expected to address all aspects alone. The Ministry of Education or other concerned agencies in the education sector provides leadership in planning and implementation of all activities with support from NDMOs or other local DRR agencies. Additionally, NDMOs through a designated senior education sector focal point, takes the lead to interface consistently, and to facilitate sharing of risk assessment, risk reduction financing, DM planning and developing response preparedness mechanisms for harmonisation. NDMOs should also lead in the identification of national consensus-based and evidence-based key messages for public education. Other authorities typically have major roles to play in safer school facilities. Clarity on role definitions among actors is necessary.

PRIORITY ACTIVITIES AT THE REGIONAL AND NATIONAL LEVEL

Applying the school safety framework in the country is a concern of many agencies and stakeholders at different levels. Vertical coordination among different levels and horizontal collaboration at the corresponding levels within the same agency or among different stakeholders is beneficial for mutual support and complementarity on technical knowledge and implementation of school safety activities.

In the Education Sector, national level education authorities, sub-national education management offices, including local administrative units (in charge of school management) and school communities are primary stakeholders. However, stakeholders from other disciplines also have different roles to play which can complement initiatives on school safety. School safety practice is multi-disciplinary in nature, including risk assessment, risk reduction, education sector management, school management, curriculum & pedagogical development, engineering & architecture, etc., hence, stakeholders' involvement on school safety interventions should be expanded to professionals, specialized experts, academic institutions, social affiliations, private sector, non-government agencies, technical institutions, civil society organisations, media, etc. Specific leadership and stakeholders for each pillar should be identified and engaged in achieving the specific benchmarks associated with each pillar.

In applying the framework at national level, education ministry and concerned agencies can come up with elaborated set of activities, based on country's needs, with identified actors and supporters. Table 3 provides details on activities and indicates leading agencies, and stakeholders for potential engagement. At the same time, the following section breaks down in greater details the activities under the three pillars, as well as highlights the stakeholders for implementation.

Prior to implementation of the detailed activities clustered under Pillars 1, 2, or 3, Education Authorized Agencies at the National, Sub-national, and School levels, including the National level DRM/DRR Agencies, in coordination with International agencies and experts in CSS, School DRM focal points and School Management Committees, must ensure the following:

- Identification of education authority focal points for DRR at national, sub-national and school level. This includes establishment of a staffed national office for disaster risk management at the national level, within the education authority.
- Identification of disaster management agency focal points for the education sector at national and sub-national levels.
- Implementation of tools for comprehensive school safety self-assessment and integration with Education Management Information System (EMIS)
- Conduct comprehensive school safety self- assessment on risks and on all three pillars (esp. to triage prior to technical assessment)

TABLE 2 **IMPLEMENTABLE ACTIVITIES IN THE 3 PILLARS AND AREAS OF CONFLUENCE IN THE ASEAN COMMON FRAMEWORK FOR COMPREHENSIVE SCHOOL SAFETY**

CONTEXT (FOR ADOPTION AND OPERATIONALISATION OF THE FRAMEWORK AT COUNTRY LEVEL)		**INTEGRATED INTO EDUCATION SECTOR POLICIES & PLANS**
Pillar	**Description**	**Key Activities**
ENABLING ENVIRONMENT (EXTERNAL) Access of education authorities to national and sub-national level risk information affecting schools		• Education and DRM Legal Frameworks • Multi-layer collaboration and coordination between education & DRR agencies at all levels
CORE ACTIVITIES		• Multi-hazard participatory risk assessment at school level • Developing risk information for school and education sector
	Making schools safer place for...	
PILLAR 1 SAFE LEARNING FACILITIES	A place for learning to safeguard school communities from death and injuries due to structural collapse, damages, or malfunctions and minimise losses to school facilities investments	• Identifying hazard, assessing likely structural impacts of existing schools & facilities, and access to schools, especially in hazard-prone areas • Implementing structural and non-structural mitigation measures to improve structural safety (including retrofitting & re-modelling e.g. expanding area for fire exit, and securing tanks, equipment and furnishings in earthquake and cyclone-prone areas) • Safe site selection for construction of new schools
PILLAR 2 SCHOOL DISASTER MANAGEMENT	Ensuring school community (and education sector as a whole) able to assess risks, plan for mitigation, prepare for response to, cope with and recover from disaster events; and have capacity to act effectively and in a timely manner	• Assessment of existing capacity on disaster management (at school, sub-national and national level) • Developing guidelines for school disaster management on participatory DM activities • Engaging school management in integrating risk assessment, risk reduction, response preparedness, and educational continuity planning • Identifying and training school-based DM focal points to engage school-based management in ongoing DM activities including linked to community-based efforts • Implementing mitigation and response-preparedness measures at school which minimise both large-scale and small scale hazards and risks
PILLAR 3 RISK REDUCTION AND RESILIENCE EDUCATION	Enhancing knowledge, attitudes and skills imparting on disaster risk reduction to students and general public to develop a culture of safety	• Integrating risk reduction (including climate change and climate change adaptation) topics or subjects in formal educational curriculum and experiential learning • Developing exemplars, pedagogy and learning materials for DRR inclusive curriculum • Teacher training and school staff development • Integrating risk reduction and resilience education into guides, scouts and other youth volunteers trainings and activities

ALIGNED TO NATIONAL, SUB-NATIONAL AND LOCAL DISASTER MANAGEMENT PLANS

	Areas of Confluence
• Close partnership with non-government stakeholders • Regional cooperation, experience and knowledge sharing	
• Child-focus (inclusive) planning • Monitoring and evaluation	P1 P2 P3 The core activities that support decision making, design and implementation of school safety activities.
	P1 P3
• Strict compliance of school construction to existing national building codes and other building regulations and standards • Ensuring school buildings and facilities design able to withstand hazard impacts, including localised small-scale hazards • Ensuring construction supervision and quality controls are handled by officials/personnel with sound technical competence on structural safety from hazard aspects and building standards • Training on DRR considerations to relevant entities involved in school construction	Training and sensitisation for local building/ contractors on safe construction for school facilities
• Conducting emergency response and drills on regular basis and prepositioning necessary provision for effective school DM • Linking school DM Plan with local DM planning and practices • Establishing mechanisms for education sector coordination on disaster management and recovery (including impact assessment & reporting, school rehabilitation & reconstruction, psychosocial support, financial assistance to schools, individual students and staff, etc.) • Developing education continuity plan for education management units/areas and for individual schools including temporary learning shelters and spaces, alternative delivery modes and prepositioning learning materials	P1 P2 Combination of structural and non-structural measures that contribute to safe facilities and school disaster management such as maintenance of school facilities, applying structural mitigation measures
• Promoting risk reduction knowledge and skills through extra-curricular activities based on local context • Convey nationally-identified consensus-based key messages on risk reduction for public education • Establishment of disaster management-related degrees and professional training courses to create a pool of competent professionals on risk reduction	P2 P3 Interventions that contribute to risk reduction and resilience education and disaster management such as awareness raising activities for the school and the general public, building culture of safety by using school DM activities to enhance family preparedness.

KEY CONSIDERATIONS FOR OPERATIONALISATION AT NATIONAL LEVEL

The framework intends to assist the country in achieving its desired targets on school safety. However, it is suggestive rather than prescriptive. At the same time, determining country-driven actions, initiatives, and specific targets, should be jointly undertaken by the concerned agencies at national and local level, with assistance and technical support by ASSI focal points, DRR-Education agencies, UN Agencies, and others stakeholders. The framework is indicative, rather than prescriptive in order to assist the country in achieving its desired targets on school safety.

The table below summarises key considerations for contextualisation and operationalisation of the framework:

Operationalisation of the framework	With diverse hazard types and intensity, ASEAN Member States have flexibility to contextualise the operationalisation of the framework based on their local contexts, and in congruence with their DRR policies, planning, and programming within the education sector to meet their goals. Operationalisation of the framework could be designed to fit into the existing organisational arrangements on DRR and education, as well as the bureaucratic systems in each country.
Translating the framework to actions	While the framework intends to be comprehensive for conceptualisation, mechanisms to identify national targets, prioritise activities, identify modalities for implementation, and refinement of a set of monitoring indicators for tracking purposes, are needed to be established for operationalisation. A standard set of need-based activities for implementation should be agreed upon at the national level.
Key Actors	With several key actors on school safety implementation, leadership can be one critical issue. In most countries, national education authorities are tasked to take the lead in all aspects of school safety. The Ministry of Education or other concerned agencies in the education sector (i.e. religious education, pre-school, etc.) should provide leadership in planning and implementation of all activities on school safety with support from NDMOs, scientific government agencies for risk assessment or other local DRR agencies. Additionally, NDMOs through a designated senior education sector focal point, takes the lead to interface consistently, and to facilitate sharing of risk assessment, risk reduction financing, DM planning and developing response preparedness mechanisms for harmonisation. NDMOs can also lead in the identification of national consensus-based and evidence-based key messages on DRR for public education. Other authorities may have major roles to play in safer school facilities. Clarity on role definitions among actors is necessary.
Modalities for Operationalisation	As governments have different systems and structure to manage the education sector, it is important to note different strategies and modalities for operation. In federated and decentralised systems, sub-national administrative units could be the central unit to oversee and facilitate all school safety matters, including disaster management and education management in their respective jurisdiction, hence enhancing synergy on school safety at local levels is important. In more centralised systems, national education agencies and national disaster management offices adopt the top-down approach, thus the need for stronger partnership and coordination with the local levels and other key stakeholders.
Cross-cutting issues	School safety interventions should be able to address other issues that could aggravate the vulnerability of schools, school communities or education sector in critical circumstances. These are conditions which could lead to large and potentially damaging educational challenges. Some key issues include children with disabilities, sanitation, hygiene, conflict or political unrest, ethnic, cultural and linguistic issues, distance and geographical divide in school locations (i.e. rural vs. urban).

TARGETS AND PROGRESS MONITORING INDICATORS

The ASEAN Common Framework for Comprehensive School Safety aims to achieve the same targets as with the Comprehensive School Safety Framework (in the Table 4).

The proposed set of monitoring indicators presented in Table 4 has been developed through global consultative processes with subject matter experts in the various aspects of CSS. It was intended to guide policy and program development, and to intensify monitoring and evaluation of country performance in risk reduction and resilience in the education sector. The set of indicators is comprehensive enough to monitor school safety intervention.

It's important to note that country stakeholders have the discretion to choose from the set of progress monitoring indicators that are viable, workable and relevant to their country-specific needs and national targets on school safety.

To reach such consensus, the stakeholders can start with a thorough review on availability and quality of baseline information pertaining education sector and DRR in education. The exercise will help identify type of data or information available, agencies in charge of data collection and consolidation, quality of data in term of accuracy, completeness, timeliness and coverage, as well as mechanisms for data management and sharing.

National level progress monitoring indicators could be designed based on the baseline status of school safety and the existing data from current data management systems and practices. This is to avoid duplication of tasks and imposing additional burden to concerned agencies on monitoring of school safety. In developing a set of country indicators, the existing data management and monitoring capacity, which are varied from country to country, shall be taken into account so as to ensure practicality and reduce redundancy in data collection for progress tracking purposes.

Although the timeline is open-ended, it's expected that upon adoption and operationalisation of the ASEAN Common Framework for Comprehensive School Safety at national level, the accumulated progress made could be gauged against national level targets (to be decided and agreed upon by country stakeholders over specified period). The national targets would ultimately guide the country's effort and directions towards achieving progress under the seven global targets for risk reduction, especially in the education sector, as articulated in the SFDRR (UN 2015).

Regional consultations and one-on-one meetings between ASSI focal points and key stakeholders at country level are compulsory to gain collective view to further refine regional targets and define the relationship of regional targets against the national ones.

TABLE 3 DETAILED ACTIVITIES PER PILLAR AS GUIDE FOR OPERATIONALISING THE FRAMEWORK

DETAILED ACTIVITIES	LEAD AGENCIES EDUCATION AUTHORIZED AGENCIES	
	NATIONAL LEVEL	SUB-NATIONAL
Modification and approval tool for comprehensive school safety self-assessment and integration with EMIS	✖	✖
Conduct comprehensive school safety self- assessment on risks and on all three pillars (esp. to triage prior to technical assessment)		
PILLAR 1: MAKING SCHOOLS SAFER PLACES FOR LEARNING TO SAFEGUARD SCHOOL COMMUNITIES FROM DEATH AND INJURIES DUE TO STRUCTURAL COLLAPSE, DAMAGES, OR MALFUNCTIONS		
For existing schools (in hazard zones or aging conditions)		
Conduct risk assessment on structural aspects: school site, buildings & facilities	✖	✖
Develop guidelines for school retrofitting and for school-based mitigation strategies	✖	
Set up criteria for structural mitigation and modifications prioritising schools in highest risk zones	✖	✖
Implement structural retrofit as per results of risk assessment		
Set budgetary provision for structural interventions	✖	✖
Develop guidelines and financing system for on-going and deferred maintenance	✖	
Ensure building maintenance conducted on regular basis and necessary actions are done accordingly		✖
Pre-position back-up system such as electricity generators, and others as required		
For new schools		
Safe site selection for construction of new schools	✖	✖
Strictly apply existing building codes and standard for construction of school facilities	✖	✖
Set performance standards for construction	✖	
Supervision and audit of construction for school facilities		✖
Develop different options of disaster-resilient design for school facilities suitable for local context	✖	✖
For damaged schools caused by disaster		
Establish protocol, system and tools for post-disaster assessment on structural damage and reporting	✖	
Utilise rapid assessment tools to investigate observed impacts		✖
Conduct detailed technical/engineering assessment	✖	
School reconstruction incorporating hazard-resilient features in accordance with building codes		✖
Budgetary provision for school reconstruction	✖	
Knowledge transfer on safe construction for all concerned		
Develop guidelines for construction of safe school and connected facilities	✖	
Educate builders and contractors on safe construction	✖	
Create a pool of technically competent professionals on hazard resistant design and construction	✖	

	DRM/DRR AGENCIES		SUPPORTING AGENCIES
SCHOOL-LEVEL	NATIONAL LEVEL	SUB-NATIONAL AND LOCAL LEVEL	
✖	✖		International agencies and experts in CSS
✖			School DRM focal point and school management committee
✖			Local engineers, technicians
			Ministry/Department of Public Works and Construction
			Ministry/Department of Public Works and Construction
✖			Local engineers, technicians, local contractors
			Budget Bureau and Planning Department
			Engineering officials, Ministry/Department of Public Works, Construction, etc.
✖			
✖			
✖	✖	✖	Specialized agencies share risk assessment information with education authorities, and local authorities and communities
			Ministry/Department of Public Works, engineers association
			Ministry of Public Works, School Construction Units
✖		✖	Specially-trained local engineers, or free-lance and certified engineers
			Engineering and Architect Associations
	✖		PDNA practitioners/ specialists
✖			School DRM focal points and school-based committees
✖		✖	Trained engineers and engineering students
✖		✖	Local engineers, contractors, Ministry/Department of Public Works
		✖	
			Construction experts, risk reduction engineers
			Ministry/Department of Public Works, Construction companies
			Vocational curriculum development experts

DETAILED ACTIVITIES	LEAD AGENCIES EDUCATION AUTHORIZED AGENCIES NATIONAL LEVEL	SUB-NATIONAL
PILLAR 2: ENSURING SCHOOL COMMUNITY (AND EDUCATION SECTOR AS A WHOLE) ABLE TO ASSESS RISKS, PLAN FOR MITIGATION, PREPARE FOR RESPONSE TO, COPE WITH AND RECOVER FROM DISASTER EVENTS; AND HAVE CAPACITY TO ACT EFFECTIVELY AND IN A TIMELY MANNER		
Training of school DRM focal points on school self-assessment including school DM capacity	✖	✖
Developing guidelines for participatory school disaster management planning, including, risk assessment, risk reduction, standard operating procedures, contingency and school continuity planning	✖	
Testing the guidelines at school level and revising periodically		✖
Forming school disaster management committee to engage school in participatory disaster management activities		
Developing school disaster management plan, linked to DRM plan at the local level		
Implementing school-based mitigation activities linked to ongoing and deferred school maintenance, school development and improvement, and voluntary activities		✖
Conducting school drills/simulation exercise on regular basis	✖	✖
Establishing coordinating mechanisms for education sector in emergency planning and response	✖	
Providing necessary items and budget for mitigation, response, emergency actions and reconstruction	✖	✖
Identifying temporary learning spaces for education continuity	✖	✖
Developing system to support alternative learning modes	✖	✖
Providing psychosocial support for affected students & families, school and school communities	✖	✖
PILLAR 3: ENHANCING KNOWLEDGE, ATTITUDES AND SKILLS IMPARTING ON DISASTER RISK REDUCTION TO STUDENTS AND GENERAL PUBLIC TO DEVELOP A CULTURE OF SAFETY		
Assessing gaps in DRR knowledge, attitudes and practices among students and learners	✖	✖
Developing risk reduction knowledge & experiential learning activities for inclusion in the curriculum	✖	✖
Integrating risk reduction knowledge, skills and practices into formal curriculum	✖	
Developing guideline for teachers to integrate DRR items into existing subjects/learning topics where relevant	✖	
Conducting teacher's training on risk reduction inclusive curriculum and learning activities	✖	✖
Testing curriculum with risk reduction items integrated		✖
Integrating or infusing risk reduction knowledge and skills into extracurricular activities		
Developing quality toolkit, exemplars, and other learning materials	✖	
Providing informal education on risk reduction through various community/public-engaged activities		
Using appropriate media and channels to educate general public on disaster risk reduction		

	DRM/DRR AGENCIES		SUPPORTING AGENCIES
SCHOOL-LEVEL	NATIONAL LEVEL	SUB-NATIONAL AND LOCAL LEVEL	
	✖		Educationist, experienced facilitators on risk assessment
			DM experts, educationists
✖		✖	Experienced facilitators on DM exercise
✖		✖	Trained teachers on school DM, experienced facilitators on school DM
✖		✖	School DM Committees with local DM committees
✖		✖	School DM Committees with school community
✖	✖	✖	School DM Committees, DM officials and agencies at local level
	✖		With international humanitarian partners
✖		✖	Private sector, charitable org. Parent-Teacher Association
✖		✖	Communities, local authorities
✖		✖	
✖		✖	Dept. of Mental Health, Red Cross Volunteers,
✖			Using knowledge, attitudes and practices test/ questionnaire
✖			Curriculum development agencies with support from technical institutions
			Curriculum development agencies
			Curriculum development and teacher training agencies
✖			Educationists, curriculum development experts
✖			Educationists, trained teachers
✖			Educationists, trained teachers
✖			Educationists, exemplar development specialists
✖		✖	Mass media, social leaders, community leaders, social activists
	✖	✖	Mass media, social leaders, community leaders, social activists

TABLE 4 PROGRESS MONITORING INDICATORS

Goals	• To protect learners and education workers from death, injury, and harm in schools • To plan for educational continuity in the face of all expected hazards and threats • To safeguard education sector investments • To strengthen risk reduction and resilience through education	
Outcome Indicators	#1	Number of deaths and injuries due to hazard impacts on schools is minimised
	#2	Educational continuity is maintained
	#3	Investment losses to hazard impacts in education sector are reduced
Enabling Environment	A1	Legal Frameworks & Policies - Enabling policies and legal frameworks are in place at national and/or sub-national levels to address key elements of comprehensive school safety. (SFDRR Priority 2)
	A2	Organisational arrangements, leadership, and coordination for risk reduction and resilience is established by senior management, and focal points responsible at all levels are designated. (SFDRR Priority 2)
	A3	A comprehensive approach to school safety, is the foundation for integrating risk reduction and resilience into education sector strategies, policies and plans. (SFDRR Priority 1)
	A4	Funding is in place to reduce education sector risks. (SFDRR Priority 3)
	A5	Child-centred Risk Assessment is in place at all levels in the education sector.(SFDRR Priority 1)
	A6	Monitoring and Evaluation for CSS is underway. (SFDRR Priority 3)

Output Indicators	PILLAR 1 SAFER LEARNING FACILITIES	PILLAR 2 SCHOOL DISASTER MANAGEMENT	PILLAR 3 RISK REDUCTION AND RESILIENCE EDUCATION
	• B1: Guidance and regulations are in place from appropriate authorities for safe school construction. • (SFDRR Priority 2) • B2: Safe school site selection, design and construction are monitored for compliance/ enforcement by appropriate authorities. (SFDRR Priority 2) • B.3. A systematic plan for assessment and prioritisation for retrofit and replacement of unsafe schools developed and implemented. (SFDRR Priority 1) • B.4 The prioritisation plan for upgrading of existing unsafe schools is resourced and implemented. (SFDRR Priority 3) • B5 Education authorities promoted routine maintenance and non-structural mitigation for increased safety and protection of investments in public schools. (SFDRR Priority 3) • B6: Planning is undertaken for limited use of schools as temporary shelters or collective centres, during the school year. (SFDRR Priority 4)	• C1: Education authorities developed national and sub-national plans for education sector risk reduction and management, with focus on safety and security, educational continuity, and protection of education sector investments. (SFDRR Priority 4) • C2 School disaster risk reduction and management measures annually reviewed by schools (e.g. as part of school-based management and/or school improvement). (SFDRR Priority 2) • C3: Education authority established and guided a full simulation drill, held annually, at all levels, to practice response preparedness and to review RRM plans (based on expected scenarios). (SFDRR Priority 4) • C4: Education authority designed needs assessment, strategy, and implementation plan to develop staff and student capacity for participation in school based disaster risk reduction and management, at necessary scale. (SFDRR Priority 3)	• D1: National Disaster Management Authority and Education authority have nationally adopted, consensus- and evidence based, action-oriented key messages as foundation for formal and non-formal education. (SFDRR Priority 1) • D2: Education authority has infused climate-aware risk reduction and resilience education into regular curriculum. (SFDRR Priority 1) • D3: Schools conveyed risk reduction and resilience education through non-formal education through participation in school disaster management, and through afterschool clubs, assemblies and extra-curricular activities. (SFDRR Priority 3) • D4: Education authority designed needs assessment, strategy, and implementation plan to develop teachers' capacity for teaching risk reduction and resilience education. (SFDRR Priority 3) • D5: Country has quality and quantity of RRR Education materials for implementation of risk reduction and resilience education at scale. (SFDRR Priority 3) • D6: Monitoring and Evaluation system is in place. (SFDRR Priority 3)

(Detailed in Annex 3: GADRRR-ES and WISS Ad Hoc Committee on Comprehensive School Safety Targets and Indicators: Draft CSS Targets and Indicators and Concept Note for Phase Two)

CONCISE SET OF MONITORING INDICATORS

To ensure certain uniformity of progress monitoring indicators for school safety at the regional level, a set of monitoring indicators has been developed, which could serve as minimum standard for countries implementing the Framework which comprises 6 output indicators to track the impact on school safety at the national using quantifiable data collected at school level; and 14 input indicators to track school safety interventions and impacts at school level.

The proposed set of indicators have been shared and discussed with key stakeholders in five countries: Cambodia, Indonesia, Lao PDR, Thailand and Viet Nam in 2014. Countries have expressed the need to modify the indicators based on their monitoring capacity, existing information relevant to school safety, and other aspects of interest by an individual country.

Progress monitoring exercise will be consolidated to inform of achievements and challenges on school safety for the whole ASEAN region. As such, the proposed set of indicators could, at the minimum, capture progress of outcomes and practices on school safety vis-a-vis the goals and targets (of the GADRRR-ES and WISS CSS) set for the purpose. The abridged indicators could also aid on data collection and processing at macro level (national and regional), hence the potential to be used for testing country monitoring system and capacity in the initial years of framework operationalisation. Overtime, the set of indicators could be expanded to include program level monitoring indicators. However, final consultation with all focal agencies in member countries should be conducted to refine and agree on concise set of monitoring indicators.

National Level Indicators - The National level indicators will be used for reporting to ASSI and/or ASEAN coordinating bodies for school safety to track regional progress and to gauge how a member state is at par to its neighbours in the region. The Table 5 will be the guide:

KEY CONSIDERATIONS FOR DEVELOPING MONITORING INDICATORS FOR THE ASEAN REGION:

- Colour code is used to map the indicators with the three pillars.
- National level indicators 2 & 3 and school level indicators 13 & 14, could reflect composite outcomes of pillar 1, 2 and 3, and not only as an individual pillar.
- School level indicators are a more detailed set to monitor overall achievements of school safety initiatives implemented at school level. This set of indicators, is further classified into input indicators (interventions) and the output indicators (impacts). Following the key pillars of school safety interventions, indicators to track the progress are categorized accordingly.
- The school level indicators can be used to provide data for the national level indicators. For example, compiled data for the school level indicator 10 (No. of School destroyed or severely damaged) can be used as a data for National level indicator 1 (Total number of schools destroyed and severely damaged due to disaster).
- Different criteria could be used by each country to determine whether the school is 'destroyed' or 'severely damaged'.
- Setting realistic and manageable monitoring period is crucial to reflect upon achievements and challenges. Over the agreed time frame for implementation of the ASEAN Common Framework for Comprehensive School Safety (e.g. 10-15 years), monitoring for the initial period (first 2-3 years) could track inputs/interventions, while regional outputs monitoring could take place at midterm (or every five years) and upon end of completion year.
- System and measures for tracking country progress have to put in place for annual, biennial (or by academic year) collection of school level data on both inputs and outputs, which will feed into monitoring exercises on the agreed timeline.

TABLE 5 NATIONAL AND SCHOOL LEVEL INDICATORS FOR PROGRESS MONITORING

Safe Learning Facilities	School Disaster Management	Risk Reduction and Resilience Education	No color
Pillar 1	Pillar 2	Pillar 3	Composite of 3 pillars

National Level Indicators

a	Number of schools completing CSS school self-assessment (compiled from School level Indicator #)
b	Number (also % of total schools) of schools destroyed and classrooms severely damaged in last academic year due to disaster; (compiled from School level Indicator 10)
c	Number (also % of total) of students, teachers and staff who lost lives in last academic year due to disaster in school premises (gender disaggregated data); (compiled from School level Indicator 13)
d	Number (also % of total) of students, teachers and staff injured in last academic year due to disaster in school premises (gender disaggregated data); (compiled from School level Indicator 14)
e	Number (also % of total) of academic days lost in last academic year due to disaster; (compiled from School level Indicator 12)
f	Number (also % of total) of schools having active and participatory Disaster Management Plan in last academic year; (compiled from School level Indicator 4,5,6)
g	Number (also % of total) of schools having included risk reduction topics into curriculum or extra-curricular activities; (compiled from School level Indicator 7 and 9)

School Level Indicators

Input (interventions)			Output (impacts)
Pillar 1 Safe Learning Facilities	Pillar 2 School Disaster Management	Pillar 3 Risk Reduction and Resilience Education	
1 New schools are located in non-hazard prone site 2 School buildings & facilities are hazard resistant 3 School equipment, furniture and other loose things have been fixed/ arranged to minimise injury to school community.	4 School has active Disaster Management Plan, updated annually. 5 School has designated and trained Disaster RM focal point and Management committee/team 6 School has channel to receive and disseminate early warning related to hazards to students, teachers and staff.	7 Hazard/disaster elements are included in curriculum/syllabus. 8 Teachers have sufficient capacity to conduct hazard & disaster related topics included in the curriculum/syllabus. 9 School has included risk reduction in extracurricular activities in the last academic year.	10 Number of school destroyed or severely damaged 11 Number of classrooms destroyed or severely damaged 12 Number of academic days lost due to disasters 13 Number of students, teachers and staff lost lives due to disaster, in school premises (gender segregated data) 14 Number of students, teachers and staff injured due to disaster, in school premises (gender segregated data) 15 Number of schools completing school-self-assessment

6

MECHANISMS OF COOPERATION ON THE ASEAN COMMON FRAMEWORK FOR COMPREHENSIVE SCHOOL SAFETY

AT NATIONAL LEVEL

Given the diversity of ASEAN countries, the ASEAN Common Framework for Comprehensive School Safety does not impose definite timelines for the countries to achieve certain DRR outputs. Rather, the framework offers a range of options to design country-driven interventions, to set realistic targets and to develop a set of progress monitoring indicators based on the countries' available data and existing capacities. The framework could be used as an evolving reference document for the next 15 years (until 2030, in parallel to the SFDRR) with possible modifications, as agreed by the member countries to reflect evolving concepts in risk reduction and resilience, and integration of up-to-date practices into the education sector. In the later stages, broad timeframes for regional progress monitoring could be jointly determined to primarily monitor individual country progress against their respective targets and evaluate overall regional achievements on school safety.

While the framework is comprehensive and applicable for all ASEAN countries, various strategies can be undertaken by the ASEAN Member States while considering the following factors.

Context – sensitive tools and instruments for risk assessment and school safety programming. The ASEAN region's strong cultural diversity and geographic make-up and location call for a more-context based DRR approaches, which emphasise country-specific type, characteristic, intensity and frequency of hazards and future projections. ASEAN region is prone to periodic and extensive hazards such as flood, tsunami, and cyclone, as major settlements are in riverine plains, delta and coastal plains. Powerful typhoons that cause flooding and landslides could be expected almost every year. Some countries suffer impacts of earthquake, volcanic eruption and tsunami (ASEAN Disaster Risk Management Initiative 2010)[15].

Leverage on disaster experiences and the existing/evolving factors of vulnerability. Life-threatening impacts can be given priorities for action, i.e. structural interventions for aging schools in earthquake-prone area and school disaster management planning in coastal zone prone to cyclone. However, small scale hazards and daily risks should also be addressed to prevent larger destructive impacts.

Tools and guidance mechanisms for capacity building. Activities can be designed to achieve specific targets and at the same time minimise workloads of school teachers by equipping them with pre-positioned tools/templates/reporting formats, etc. to ease the implementation.

Provision/Augmentation of budgets for education sector/other concerned agencies. Allocation of and mobilisation of budget across ministries/departments can be explored, i.e. school facilities maintenance and retrofitting cost.

CONTEXTUALISATION AT THE COUNTRY LEVEL:

- Framework is not prescriptive, contextualisation for country operationalisation is encouraged
- Country's priorities and achievable target to be identified by MoE and school safety stakeholder
- Synergy of school safety with other risk reduction programs/projects at all levels (national, sub-national, local) in the country
- Setting realistic and manageable monitoring period
- Country standard (severely damaged, partially-damaged)

Synergy of school safety with other risk reduction programs/projects at all levels (national, sub-national, local). Prioritise school safety activities that meet the need of particular location to be implemented in close partnership with local authorities for multiplied impacts. Interventions should seek complementarity with other existing or planned development programs by other sectors at all levels.

Combination of top-down and bottom-up approach. In countries with well-established decentralised system, local governments and local administrative units could be in-charge of setting prioritised activities, fund mobilisation and implementation of school safety interventions in their respective jurisdiction with the school communities, while the national governments provide the directions and guidance. This will be more responsive to specific needs at local levels while contributing to national targets on school safety.

Maximising existing systems for education sector monitoring. ASEAN members should consider the type, quality and availability of data, mechanism for data collection, updating and consolidation, including data utilisation for school safety initiatives in all stages of its safe school and DRR implementation.

AT REGIONAL LEVEL

FACILITATING ROLES OF REGIONAL BODIES (AADMER PARTNERSHIP GROUP, ASEAN, SEAMEO, ETC.)

- ✓ New regional DRR program (inclusive of school safety interventions) shall incorporate targets and priorities of the ASEAN Common framework for Comprehensive School Safety.
- ✓ Look into the way in which the framework, regional targets and indicators could align and contribute to attain global DRR and development targets, e.g. the SFDRR, and Sustainable Development Goals (SDGs).
- ✓ Appreciate individual country's perspectives on their current status of school safety, specific needs and constraints, and how to move forwards.
- ✓ Progress monitoring should take into account possible occurrences of intensive hazards
- ✓ Proactive role to identify good practices and promote experience sharing

The framework shall not be treated as a separate entity, but a reinforcement to other forerunner frameworks and programs like the CSS and AADMER Work Programme, adhering to its original objectives, i.e. to guide member countries towards achieving collective effort on school safety at the regional level.

- The successor of the 2010-2015 AADMER Work Programmes shall reinforce the ASEAN Common Framework for Comprehensive School Safety, by clearly articulating the significance of the framework in guiding school safety initiatives in the region and encourage the operationalisation of a comprehensive school safety approach among member countries. Regional targets and timeline could also be identified for monitoring of school safety progress at the regional level.
- The regional facilitation, coordination and implementation of the ASEAN Common Framework for Comprehensive School Safety shall contribute to achieving the global DRR and development targets, e.g. the SFDRR, and Sustainable Development Goals. By adopting the ASEAN Common Framework for Comprehensive School safety, the countries shall appreciate it as a means to fulfill their global commitments on disaster risk reduction and on education.
- Implementation of the ASEAN Framework for Comprehensive School Safety at the regional level should capture the individual country's outlooks and current status of school safety, specific needs and constraints, and ways to move forward by capitalising on their existing systems, capacities, resources and priorities. This will determine country targets and priority actions. Assessment and comparing country's performance should note such differences of contexts to avoid partiality.

- The framework shall be reviewed periodically as agreed by member countries (every 3 or 5 years). The review will be based upon the results of progress monitoring exercise of each country, challenges and lesson-learned, as well as other implications.
- Progress monitoring plans should take into account the anticipation of intensive hazards and risks in the region, which might create severe impacts to the education sector, and affect its performance against the targets.
- ASSI and/or other regional bodies shall take more proactive roles to identify and document good practices in ASEAN on school safety. With great diversity among member states, some countries might do better than others on a particular initiative, either on school drills, retrofitting, or adopting innovative ways for knowledge and skill building for teachers on DRR. Such success stories and good practices could be shared across the region through sister schools network, study visits and other means as appropriate.

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