Towards a Resilient Education Recovery from Pakistan's Floods

Rapid Response Research











IN PARTNERSHIP WITH MALALA FUND

EDUCATION CHAMPION NETWORK PAKISTAN

PAKISTAN COALITION FOR EDUCATION PCE
An Initiative of SAQE

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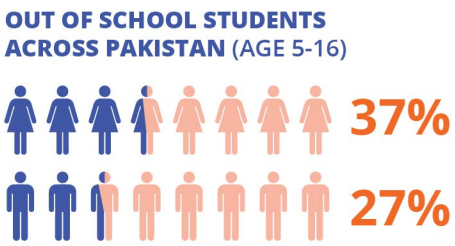
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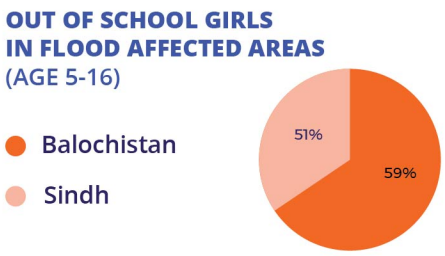
Abbreviation	Definition
ASEAN	Association of Southeast Asian Nations
ASER	Annual Status of Education Report
DRR	Disaster Risk Reduction
DRRM	Disaster Risk Reduction Management
ECWG	Education Cluster Working Group
ERRA	Earthquake Reconstruction & Rehabilitation Authority
FCDO	Foreign, Commonwealth and Development Office
HEC	Higher Education Commission
INEE	Inter-agency Network for Education in Emergencies
INGO	International Non-governmental Organisation
ITA	Idara-e-Taleem-o-Aagahi
KII	Key Informant Interview
KP	Khyber Pakhtunkhwa
MoFEPT	Ministry of Federal Education and Professional Training
NDMA	National Disaster Management Authority
PDMA	Provincial Disaster Management Authority
PSLM	Pakistan Social and Living Standards Measurement
SIP	School Improvement Plan
TCF	The Citizens Foundation
TLC	Temporary Learning Centre
TRSBP	Typhoon-Resistant School Building Program
UN	United Nations
UNICEF	United Nations International Children's Fund

INTRODUCTION

The 2022 floods in Pakistan have affected areas where learning levels and enrolment in primary and secondary schools were very low even before the disaster. Education recovery must do more than merely getting schools back to where they were at the start of the floods. Post-disaster work provides an opportunity to fix deep-rooted weaknesses in education delivery in flood-affected areas. Before the current emergency, almost one-half of boys and girls between the ages of 5-16 years were already out of school in Sindh and Balochistan and almost one-fourth of those in Punjab were out of school (PSLM 2021). The number of out-of-school girls was higher across the country than the number of boys - 37 percent of girls aged 5-16 years compared to 27 percent of boys in the same age cohort (PSLM 2021). The flood-affected provinces of Sindh and Balochistan ranked at the bottom with a very high proportion of out-of-school girls before the floods i.e., 59 percent of girls between 5-16 years of age were out-of-school in Balochistan and 51 percent in Sindh (PSLM 2021). The floods have further added to Pakistan's education sector challenges by disrupting the learning of 3.5 million children. By January 2023 only 0.2 million affected children had been reached with education interventions (UN OCHA 2023).

> The floods have disrupted the learning of 3.5 million children.





Of those who were in school, only 15 percent and 20 percent of children possessed a passable level of foundational literacy and numeracy (respectively) at the Grade 3 level (ASER 2021). The gender disparity in learning favours boys, with 48 percent of boys (5-16 years) able to read sentences in Urdu/Sindhi/Pashto compared to 45 percent of girls (ASER 2021). Similarly, while 38 percent of boys in the same cohort can perform subtraction, the figure is 37 percent for girls (ASER 2021).

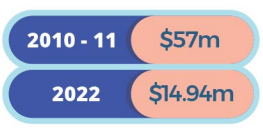
Low figures in the school-going population and the concomitant effect on learning show that for several flood-affected children, recovery efforts will need to directly address pre-flood constraints (along with post-flood impacts):

Causes for why children, in specific girls, were out of school in the first place need to be addressed. While both data and perceptions have repeatedly highlighted safety for girls; the higher influence of fees in decision-making for parents around sending girls (compared to boys to school) and low ability of teaching staff to retain the interest/attention of a child (Khan et al. 2011; ITA 2022; Mughal 2020) as key reasons, a bespoke analysis of the affected areas is required to inform localised solutions.

Ensure learning programmes in school cater to those children who may not have been to school before given that recovery should aim explicitly at bringing into school the high number of out-of-school children in Sindh and Balochistan.

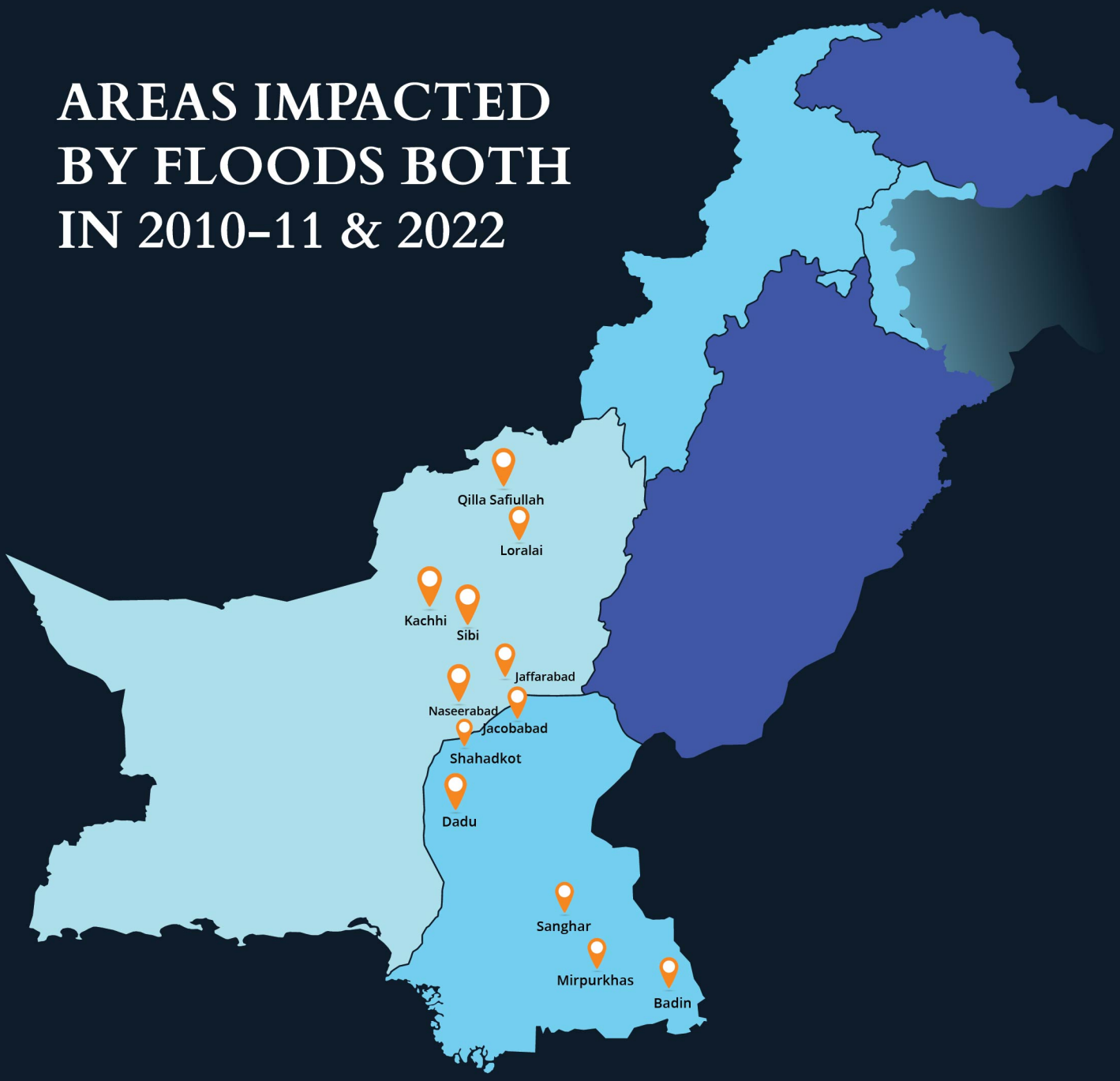
Even if enrolment and learning outcomes had been high in flood-affected areas in Pakistan before the summer of 2022, research globally and in Pakistan has shown that emergencies such as flooding can disrupt children's education for multiple years in the absence of multidimensional interventions in the best of circumstances (INEE 2022; Andrabi et al. 2021; Mizuki et al 2021; Guglielmi et al. 2021; Reuters 2022). The disruption in education operates through multiple channels to impact both children's well-being as well as their learning outcomes. In the first place, the absence/destruction of schools/classrooms means children are deprived of a safe place during an upheaval in their daily life which can last for months exposing them to danger in highly volatile emergency environments; removes a space where children can receive structure and playtime and also provide a place where children can receive care while their parents/caregivers figure out coping mechanisms (Ager and Metzler, 2022; Browne 2013). In particular, by being out of school, girls (and women in general) face a higher risk of violence and sexual abuse in the aftermath of disasters such as floods than in non-emergency contexts (Mankani 2022; Thurston et al. 2021). The shock to household income in combination with the increased workload of coping/managing daily life during and after a disaster often leads children to become involved in child labour both external and domestic (Save the Children 2022; ILO 2011a, 2011b). Girls in particular face the risk of having all their time absorbed in domestic labour (Thomas 2021) as well as facing a higher risk of early marriage (Bukhari and Rizvi, 2015; Mankani 2022) to reduce the household's economic burden. urkhas, Jacobabad, Shahadkot, Dadu, and Sanghar in Sindh and Jaffarabad, Naseerabad, Sibi, Kaachi, Qilla Saifullah and Loralai in Balochistan. In the aftermath of the 2010 and 2011 floods, Pakistan's education sector received aid totalling USD 57 million (KII INGOs, 2022) compared to USD 14.94 million received by 20th December 2022 (Pakistan ECWG Dashboard 2022). The recent floods in the same provinces have left almost 26,000 schools damaged or destroyed while over 7,000 schools are being used as shelters for displaced people (Pakistan ECWG 2022), which has and will continue to keep schools off-bounds for staff and students for a prolonged period. Based on current estimation, education has been disrupted for approximately 3.5 million students in the country because of the floods (Pakistan ECWG 2022). In the villages where refugees are concentrated, 61 schools (26 in KP and 35 in Balochistan) have faced severe disruption to education (Pakistan ECWG 2022).

> Over 26,000 schools were destroyed or damaged during 2022 flood. While 7,000 schools are being used as shelters for displaced people.
> (Pakistan ECWG 2022)



The recurrent experience of disasters that have interrupted the beginning and progress of a regular school year in the country (the 2005 earthquake, 16 serious widespread floods, and the Covid-19 pandemic), has not yet translated into the identification/adoption of mechanisms that lead to resilience within the school system. Pakistan has a school safety framework that has guidelines on priorities for administration at different levels (Shah et al. 2018; Anwar 2016). However, its adoption is unclear and respondents for this research did not bring up its use in the country as a consideration in their responses.

AREAS IMPACTED BY FLOODS BOTH IN 2010–11 & 2022



Resilience in the education system would allow actors within school systems in Pakistan to respond to emergency crises without compromising long-term educational gains (e.g., critical infrastructure can withstand natural shocks and school systems are prepared to cope).

To that end, this short policy paper aims to identify key components in education disaster response and recovery in Pakistan in the emergency and medium and long term to identify core gaps in the response. The paper summarises the main issues and provides specific policy recommendations that can be made to education stakeholders in, and working with, the Government of Pakistan on the next steps for resilient, long-term recovery and preparation focusing specifically on primary and secondary education. Findings presented in this research chapter are based on a synthesis of two types of data:

A literature review of academic and grey literature on EiE responses in Pakistan and South Asia in general;[2]

Key informant interviews with provincial and national level government stakeholders in Sindh and Balochistan; interviews with civil society organisations working to respond to the 2022 floods as well as journalists collecting data and observations in different flood-affected areas.[3]

This research is limited in scope due to constraints of time and the unavailability of high-quality disaggregated data on school systems and learners.

The initial findings from this research have been incorporated into the Ministry of Planning, Development and Special Initiatives, Government of Pakistan and UNDP's plan, *'Pakistan Floods 2022: Resilient Recovery, Rehabilitation, and Reconstruction Framework (4RF)' in the section on education* (Government of Pakistan 2022; pgs. 88-101).

[1]Shah et al. 2017, 2018; Fahad and Wang 2018

[2]Sources included government documents and data summaries as well as official presentations both at the federal and provincial levels in Pakistan; press statements and published documents from international humanitarian and development actors; publications and blogs from think tanks; academic articles published in scholarly journals; and news articles and news shows from the mainstream press in both the English and Urdu languages.

[3]A total of 14 interviews were conducted which included representatives from the following organisations: MoFEPT; Government of Pakistan; School Education & Literacy Department, Government of Sindh; School Education Department, Government of Balochistan; Malala Fund, Pakistan; UNICEF, Pakistan; FCDO, Pakistan; World Bank, Pakistan; International Rescue Committee, Pakistan; Society for Community Strengthening and Promotion of Education Balochistan; and Thar Education Alliance.

TRENDS IN EMERGENCY RESPONSE IN EDUCATION IN PAKISTAN & KEY GAPS

This section summarises trends in the immediate responses in the field of education to emergencies in 2005, 2010, 2011, and 2022 within the first six months. It also highlights the key gaps that have appeared consistently in the emergency response.

The national-level response in overall relief in both the earthquake and the floods of 2010 and 2011 was largely immediate and multi-levelled. The response to the 2022 floods has been muted and was initially led largely by national-level civil society organisations and with little information on how these responses interact with existing school capacities/demands. In many areas in the current disaster, local informants and civil society members reported (and in some cases continue to report) an absence of government and international presence (e.g., areas around Dadu in Sindh, areas in the district of Jaffarabad in Balochistan, and areas in Rajanpur in Punjab). In a survey conducted with 4,000 people in flood-affected areas, 80 percent of the respondents reported that no flood relief efforts had taken place in their area (Baron et al. 2022). The nature of responses is top-down with key informants citing the limited agency of school level staff as one factor that reinforces this approach (KII with CSO).

> 80% of the respondents reported no flood relief in flood-affected areas.
> (Baron et al. 2022)

In the field of education, in flood areas where an emergency response is present the focus and emphasis are on providing tent shelters to function as a gathering place for children. The tent schools/shelters are known as Temporary Learning Centres and how they are used across disasters as well as across different local areas is varied. In some cases, TLCs were (and are) being used as spaces that provide children with the opportunity for a few hours every day to gather and receive urgently needed childcare and access to a protective space to interact with their peers. In some areas – depending on the funder – the TLCs are accompanied by school materials for children and teachers in the areas (e.g., UNICEF's School-in-a-Box). The rollout of both tent shelters as well as accompanying materials is by no means universal across disaster-affected communities; nor was/is the presence of teachers (either those already present in the displacement camps or educated adults who volunteer as teachers) universal (KIIs with local civil society actors, 2022). There is a scarcity of data on how teachers are identified and how their qualifications are incorporated into training for emergency education operations.

The focus of emergency response across disasters is largely on temporary infrastructure followed by transitory schools in semi-permanent buildings with little attention to how these venues are used by teachers/volunteer teachers and children. Across local areas, the use of TLCs or in the absence of TLCs, the use of local shelters (ranging from trees or a clear space of open ground) is dependent very much on local teachers, headteachers, or education community members' ability and capacity to gather and focus children's attention on play or learning (KIIs with INGO and local CSOs, 2022).

In the aftermath of the 2010/2011 floods, *'Respondents mentioned in one area that on many occasions teachers could not be found in TLCs, TLCs that they thought had been built by local partners were not, or the materials supplied to the TLCs were either in the teachers' homes or were still in boxes, not being used by children'* (Alexander, 2011; p.21). Mazari et al. (2022) also recorded parents and teachers highlighting the absence of grade-appropriate material in TLCs as well as the distance of TLCs from where families had sought shelter in the current crisis.

While most stakeholders in education at the provincial level recognised the importance of addressing trauma faced by children in disaster struck areas, it was less clear how stakeholders responded to these widely acknowledged psychosocial needs either in terms of materials or pedagogy and how they interacted with the existing capacity of displaced headteachers/teachers. In the current crisis, studies by the World Bank and UNICEF have highlighted a high occurrence of negative behavioural change in children (Baron et al, 2022; UNICEF 2022b). On the ground, however, the material provided to children in TLCs was largely indicated by stakeholders as carrying the typical school year government-mandated curriculum. Key informants noted that in some areas teachers were 'trained in psychosocial support' but the content of the training, the language in which it was delivered as well as the content and language of school material were unclear in 2010/2011 and also in the current disaster. In the aftermath of the 2005 earthquake, training was given on INEE minimum standards rather than sensemaking around the disaster (UNICEF 2011). In 2022, stakeholders were largely silent on the psychosocial trauma faced by local teachers/headteachers and its impact on teaching. The National Commission for Human Development in Pakistan has listed teacher training reference materials on its website which include guides from UNICEF on creating safe school environments; a psychosocial activity book from UNHCR (in English); an emergency resource document from UNICEF and a draft version of a training document for teachers developed by the then North West Frontier Province government. The documents are in English rather than in Urdu/Pashto/Sindhi/Punjabi and during primary data collection it was unclear whether these were in use as a basis for training material in school-level interventions by government, donor, or CSO officials.

Despite the high recurrence of emergencies akin to the floods in Pakistan, schools do not have any preparatory tents or materials to deploy in case of emergencies nor are teachers trained to adapt to gathering children for play or learning in the aftermath of a crisis. In 2005, 2010, 2011, and 2022 operations for providing emergency relief – education and non-education – were challenged by the logistics of delivering to remote and often inaccessible areas. In 2005 the mountainous areas posed challenges to getting aid across and in 2010, 2011, and 2022, the nature of the floods rendered roads impassable to relief operations. The only exception is some schools in the KP province where 'the districts of Nowshera and Charsadda have developed some effective disaster risk communications plans, evacuation maps for school children, teachers, and other staff in the aftermath of the 2010 floods' (Shah et al. 2020).

There was no evidence of education emergency interventions for children from non-flooded areas whose education has been disrupted because their schools are serving as shelters. Across flood-related disasters in Pakistan, local communities sought shelter in school buildings as the only *pakka* (built) infrastructure in the flooded areas. These included seeking shelters in schools in non-flooded areas thus disrupting education for school children. For example, while disaggregated figures are not available across flooded/non-flooded areas in 2010/2011, an estimated 5,633 schools were used as shelters for displaced people (Alexander 2011) and the number stands at around 7,000 in 2022 (Pakistan ECWG Dashboard 2022). While families housed in these shelters have at times received immediate relief, key informants and data reports from stakeholders indicated that the disruption of education in schools receiving displaced people is not a focus of emergency efforts.



While post-disaster analysis and government, CSOs, and donor-level press briefings highlight the attention to traditionally marginalised children in education (e.g., girls, children with disabilities, pre-disaster out-of-school children); **the language did not appear to lead to explicit programming interventions.** For example, in 2005 the number of children disabled by the earthquake remained unclear (Kirk 2008) and in 2022, there is scant information on the type of injuries sustained by children in the NDMA briefings nor are they gender disaggregated (e.g. NDMA 2022, PDMA 2022). Similarly, it is unclear how the response via TLCs (while limited to a small fraction of the total number of children affected) has identified the different nature of injuries and disabilities in the area of operation to be able to address the specific needs of the affected children (KII with INGO, 2022). There is scant information on where and how psychosocial training offered to teachers in TLCs and materials provided to them were adapted to meet the needs of children with different abilities as well as adaptations for children attending school for the first time.

Overall, in the current disaster, the number of children reached through emergency interventions is extremely low compared to the number of affected children. There is also little attempt to report on those outside of TLCs. UNICEF – the lead agency working on coordinating data – estimates that nearly 10 million children need lifesaving support and as many as 4 million children were continuing to live near contaminated flood water in January 2023 (UNICEF 2023). Seventy-two percent of the parents surveyed by Baron et al. (2022) reported that their children were not studying during flood-related school closures. Briefs from various organisations on outreach efforts tend to focus on how many children have been 'reached' in very specific areas but do not report on children who do not receive any education-related intervention and the composition of that cohort in terms of the most vulnerable groups (e.g., children with disabilities, children who have been orphaned). The focus on provision and output in the data (i.e., the use of language such as 'reached' or 'supported') in government (Sindh PDMA 2022; Balochistan PDMA 2022) and donor updates (e.g., Pakistan ECWG 2022) also do not make clear the exact nature of intervention e.g., attendance vs. psychosocial intervention vs. remedial learning.

Box 1. **Trends in education recovery response to Covid-19**

In this paper responses to Covid-19 are being examined separately due to the different nature of the crisis which led to different pressures on the education system. Compared to the earthquake and floods in Pakistan which impacted the physical infrastructure of affected people, the pandemic left infrastructure intact though the result was a limitation in access to schools in both cases. Secondly, while the response to school closures in the pandemic was to implement distance learning programmes, the impact of the earthquake and floods on basic infrastructure such as electricity and telecommunication lines rendered distance learning extremely challenging in the latter crises (KIIs with INGOs and government officials, 2022; Mazari et al. 2022).

Pakistan's move towards distance learning through digital means has been noted to be hampered by infrastructure limitations i.e., 'Home broadband is expensive outside of Pakistan's big cities, smartphone penetration stands at 51 percent this year and only one million school-age children have regular access to digital devices and bandwidth' (UNICEF 2020). Remote learning interventions therefore largely relied on traditional media e.g., Teleschool, Radio School, and Taleem Ghar, (Khalayleh 2021) and while millions were aware of the initiatives (Gallup Pakistan 2020), the take-up and impact on learning outcomes are far from clear.

Mazari et al. (2022) in their ongoing research on the feasibility of education technology for remote learning during climatic shocks note that the internet became more expensive for families during natural disasters and the focus on survival for families meant children would have less support in having help with self-directed remote learning.

TRENDS IN MEDIUM & LONG-TERM RESPONSE TO EMERGENCIES IN EDUCATION IN PAKISTAN & KEY GAPS

This section summarises trends in the decade after the 2005, 2010, and 2011 emergencies and highlights the key gaps that have appeared consistently in the medium- and long-term response.

School bricks-and-mortar construction and rehabilitation get the highest attention in post-disaster policy discussions and financing allocations. However, a focus on infrastructure as the main strategy of education recovery during past disasters in Pakistan has not consistently stopped school dropouts or assured learning for children. Respondents in this research highlighted that ASER 2021 results for rural Sindh and Balochistan where floods occurred in 2010 and 2011 continue to have a high number of out-of-school children and show low learning outcomes ten years after the disasters and considerable funding in school infrastructure (KIIs with local CSOs and INGOs, 2022). In earthquake-affected areas an assessment of children's test scores a few years after the disaster put them 1.5 to 2 years behind their peers in unaffected regions even after accounting for the recovery of the community and household infrastructure. While only 10 percent of learning loss was attributable to school closure, most of the learning loss occurred AFTER children were back in school indicating a gap in medium/long-term disaster response (Andrabi et al. 2021).

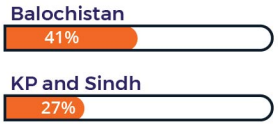
> "In earthquake affected areas an assessment of children's test scores a few years after the disaster put them 1.5 to 2 years behind their peers.

School infrastructure – with ventilation, adequate rooms, and WASH facilities – is expensive and necessary to provide a safe space for children to play and learn. However, **it will not lead to education recovery on its own without a focus on what happens in a classroom.** Baron et al. (2022) note that in flood-affected areas, 19 percent of the parents who responded to a phone survey indicated they were unlikely to send their children back to school citing the low quality of education and teaching as a primary reason. The issues highlighted by parents pre-dated the floods. For policymakers serious about stemming child labour, early child marriage, and keeping children in school need to set up school systems that are better than what existed before the floods.

The speed at which reconstruction takes place in Pakistan provides a gap in time when children are either put to work or married, casting doubt on construction as the best medium-term response to stem dropouts or allowing enrolment of children attending school for the first time. Globally, children whose schooling is interrupted as a result of natural disasters are less likely to return to school compared to other children (Santos 2007; Baez et al. 2010; De Janvry et al. 2006). During previous disasters in Pakistan, at best schools were constructed within 1.5 years (Husain et al. 2014) with some schools in the aftermath of the 2005 earthquake as well as the 2010/2011 floods still under construction (Ashfaq, 2019; Khan 2021; Tribune, 2019). Delays are attributed to unreleased funds and diversion of funding (Naqash, 2015): financial modelling that lead contractors to prefer international construction contracts rather than those opened by the government (Naviwala, 2017); shifts in staff pushing processes back to their starting point (KII with CSO) and the onset of subsequent climatic shocks (Husain et al. 2014).

Across all analyses, the slow-moving nature of public procurement processes (Husain et al. 2014; World Bank 2010) is also attributed to the inherent nature of the procurement ordinance and subsequent rules (PIDE 2021; Khan 2021). Based on current estimates for 2022 recovery by key informants in the government, procedures for getting approvals to begin construction will not occur before late 2023 or early 2024. This means children will be out of school for at least (if not more) than a year. At the same time, global research indicates that children who remain out of school for a year are unlikely to return to school (Theirworld 2022) and for girls who are married early it is nearly impossible to return to school (Malhotra and Elnakib 2021). Existing public procurement procedures are not fit for disaster response in that the timing involved does not recognise in any meaningful way, the impact on children and households of being out of school and being unable to enrol in schools. Based on a survey of 4,000 families in the affected areas, Baron et al. (2022) note, *'The rate of children who are expected to work is highest in Balochistan (41 percent compared to around 27 percent in KP and Sindh). These results indicate that more could be done to encourage families to support a return to school for their children, even while schools are under reconstruction, and especially with respect to future human development.'*

Based on a survey conducted of 4,000 families, the rate of children who are expected to work is highest in Balochistan.



Even within discussions on the reconstruction of schools, there is a lack of consideration on ensuring rebuilding that focuses on disaster-resilient schools that can survive the next onset of floods, rather than standard brick-and-mortar edifices. There is an absence of explicit discussions with contractors and amongst policymakers in 2022 on whether schools should be reconstructed in their original locations and/or how the design and materials of schools will be disaster resilient even though guidance in the Pakistan School Safety Framework highlights both to be key considerations in retrofitting and rebuilding that (NDMA 2017). This is surprising given that outside the educational arena, ERRA work in building earthquake-resistant local housing has been marked as a good model (UN Habitat 2021). *'ERRA's owner-driven rural housing programme was singled out as a first of its kind on that scale, and a model that could be replicated elsewhere. Under the programme, partially funded by the World Bank, owners of completely destroyed homes were given 175,000 Pakistani rupees (US$2,083) in four tranches to build quake-resistant homes - with routine visits by inspection teams to ensure compliance to agreed seismic-resistant standards. Using their own labour or craftsmen of their choice, beneficiaries were also provided with technical advice for building to the standards needed for a high seismic-risk zone'* (TNH 2010). Discussions around school preparation – both in terms of infrastructure as well as processes – are also missing. Key informants have noted that at the school level the lack of autonomy of headteachers is a contributing factor (KII with INGO, KII with CSO).

Temporary Learning Centres offered a first-time opportunity to many to be in school in the aftermath of 2010, 2011 as well as 2022 floods (Malik 2010; UNICEF 2012; Alexander 2011; UNICEF 2022a) **though there is no active intervention to ensure these children transfer to mainstream schooling post-emergency.** Floods in both decades have highlighted the wide disparity between access to education in Balochistan compared to other provinces and the neglect of education in rural Sindh. Donor reports as well as information from respondents in this research have highlighted a high proportion of children in TLCs that have never attended schools before (KIIs with INGOs, 2022; UNICEF, 2011b).

While encouraging in the short term, experts have highlighted concerns around the ability of the school system in Pakistan to absorb these children once the TLCs closed because of low readiness to absorb children at different levels of learning (KIIs with local CSOs, 2022) particularly given that in functioning TLCs operated by local NGOs, pedagogical methods differ from conventional schooling and are more welcoming to new attendees (Mustafa 2022; Malik, 2011). Across all disasters in 2005, 2010, and 2011, a medium-term intervention has been the launch of advocacy campaigns to get children back into school and narrow gender gaps in school enrolment. These have included puppet shows (Sutila 2006) in affected areas and a national March for Education campaign in 2011 (Walsh 2011), though the campaigns have been ad hoc, and it is not obvious if they did lead to formerly out-of-school children enroling in the education system.

A striking feature across medium-term responses has been the absence of a standardised remedial curriculum; teacher training to diagnose student baseline and training to deliver a remedial curriculum. These interventions have the potential to address quality concerns underpinning dropouts, learning losses pre-disaster as well as mainstreaming first-time attendees post-disaster. Remedial learning as an intervention in emergencies while present in international discourse (World Vision 2021; DAI 2017) has been absent from the discussions around post-disaster education planning in Pakistan with the exception of programs led by ITA in both 2006 and 2013. In Pakistan, teachers have often struggled to transfer learning from in-service training programmes into school contexts upon their appointment as teachers in non-disaster times. Novelli and Sayed (2016) highlight how 'the revised curriculum of education course entitled *'Methods of Teaching' (HEC 2010, 40) for the Associate Degree in Education (ADE) provides methods of teaching that are very general in terms (e.g., inquiry method, demonstration method, activity and cooperative learning methods [2010, 42]), and the readings mainly draw on Euro-Western sources that may not necessarily have issues of the language of instruction to the extent that they are prevalent in the schools in Pakistan. Also, the revised curriculum of teacher education does not take an explicit note of approaches to teaching and learning in multilingual classrooms.'* The challenge in translating curricula is likely exacerbated in the aftermath of an emergency as Social Emotional Learning and psychosocial training to support teachers tends to be an emergency measure rather than a medium-term recovery response.



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[4]Enabling Relief through Safe Places, Education & Life Skills Support in AJK

RECOMMENDATIONS & REGIONAL EXAMPLES

In this section, recommendations that can address the gaps identified in the previous sections have been laid out. This is done with the understanding that any medium recovery efforts need to be prepared immediately for the next emergency, be it a flood, drought, or another shock.

The current conversation around recovery from floods in Pakistan amongst policymakers has a singular focus on infrastructure building and does not focus on recovering learning loss or school retention in the medium to long term. Donors in the current landscape also seem to support the infrastructure push from the government. A few high-level donor respondents who expressed reservations about the infrastructure-only approach felt that the government's focus on the quality of education within the schools was at a very low level. Based on findings from this research at the school level, infrastructure is only one part of getting children back in school with an equal emphasis needed on support to teachers and headteachers.

Strong short- and medium-term disaster recovery efforts in education center on two objectives:

> *Recovering learning loss and retention rates from the severe disruption to education by focusing on the school level.*
>
> *Ensure recovery fund investments are made in areas of education where they last beyond the next (and inevitable) climatic shock to prevent the wastage of scarce funds.*

Preliminary findings of the paper highlight **five priority areas** in Pakistan for education recovery from the super floods of 2022 to be implemented in the short **to medium term** and to be made part of the National Contingency Plan through cross-institutional support.

1 ***Instead of waiting for the re-building of schools to get children back into classrooms, standing community infrastructure ought to be used to begin learning activities while re-building treads forward.***

School (re)building in the aftermath of the 2005 earthquake and 2010/2011 floods is still ongoing and far from complete leading to learning losses. It is unlikely that schools will be rebuilt in time enough to stop learning losses and dropouts. While re-building/reconstruction discussions are ongoing, the immediate focus should be on getting children into classroom environments by exploring different community-based options, adapting them for teaching both girls and boys (separate toilets for example), and providing incentives such as school feeding and conditional cash transfers.

> **Girls and children with disabilities should be prioritized in conditional cash transfer programmes to facilitate their return to school or enrol for the first time.** The two are highly vulnerable to dropping out, learning loss, being kept out of school, being married early, or being involved in child labour. These are especially well-documented coping strategies by parents/caregivers to overcome the income shock after a disaster.

Implement school feeding programmes in flood-affected schools to get children back to school and draw formerly out-of-school children into education. School feeding can ensure that the loss of livelihoods in affected families does not impact the nutrition of their children. It is also seen as an important incentive to send a child to school. The role of school feeding in promoting the retention of children has been positively discussed in wide-ranging contexts of disaster (Andrade 2021; Manea 2021; Tull and Plunkett 2018).

Give all school-going-age children in flood-affected areas vouchers to attend existing schools (public or private). It is also important to ensure that these vouchers also reach children who were out of school prior to the floods.

Mandate local authorities to **rent/use local functioning buildings** with available rooms to operate as classrooms.

Prioritise recruitment of female teachers in areas where the lack of the same hindered girls from engaging with education before the floods (e.g., particularly in Balochistan).

Implement localised advocacy campaigns making clear the urgency of getting children back in schools and highlighting the value of sending a child to school for the first time. It should be ensured that these campaigns highlight the role of teachers as well as parents and communicate important information such as changes in dates of exams and methods of assessment (see the point on remedial learning below).

2 ***Institute learning targets at the district level rather than infrastructure targets in medium- and long-term planning towards recovery.***

To ensure that infrastructure is not emphasised disproportionately and investments in recovery and rehabilitation lead to retention of school children as well as increases in learning outcomes, institution learning targets on basic literacy and numeracy should be considered. **Such targets must be localised at the school level and take into account the baseline at which children (including those enroling for the first time) are starting after the disaster.** To enact this recommendation and ensure that learning targets are met, a ratio of one teacher per class (rather than multi-grade learning) is necessary and is a requirement that can be met by identifying teachers recruited through the testing service.

3 ***To rebuild quickly and to high quality, public and not-for-profit private sector partnerships should be sought. Partnerships with for-profit private organisations should be avoided in this instance.***

Provincial governments to diversify delivery mechanism for school infrastructure beyond public procurement processes to speed up rebuilding (in the next 12 months):

In all three flood-affected provinces, channelling reconstruction/rehabilitation to non-profit private partners (e.g., TCF, Zindagi Trust, Sindh Education Foundation, Balochistan Education Foundation, and Punjab Education Foundation) should be considered. These organisations have successfully collaborated in the past on school rehabilitation and management to improve enrolment and learning outcomes.

Identify schools that have been flooded repeatedly (in the next 12 months): Identify schools rendered unusable by floods in 2010/2011 and then again in 2022 and instead of investing scarce resources in infrastructure that will remain vulnerable to floods, consider rebuilding in a different location based on community-level input. It should be ensured that schools that are rebuilt/constructed anew use the opportunity to ensure adequate toilet facilities for girls and school buildings are adapted for use by children with disabilities.

Box 2. **Disaster-resistant school building programme in the Philippines**

The Typhoon-Resistant School Building Program (TRSBP) in 1989 used Japanese technology for constructing typhoon-resistant pre-fabrication structures. The idea behind this programme was not just to build schools or classrooms but to build better schools so that access to school was not interrupted by school infrastructure loss due to typhoons that regularly visit the country. This is an unusual assistance program as the Government of Japan provided an "in-kind" grant where the Japanese handled the school building construction, using prefabricated construction materials transported to the Philippines from Japan. At the end of this program, a total of 252 public secondary schools with 902 classrooms and 153 science rooms and workshops were constructed mainly in the regions which most frequently experience typhoons.

Study results indicate that the younger cohort of children affected by super-typhoons in 1987 and who later benefitted from the TRSBP programme were more likely to complete high school, speak English and accumulate more years of schooling. Among men, these long-term education gains are associated with a higher likelihood of working in high-skilled occupations and of migrating overseas, while for women they are associated with a lower likelihood of ever being married. These results point out that public investments in adolescence such as supply-side programmes to improve school infrastructure have the potential to mitigate the adverse effects of natural disasters that occur during childhood.

Adapted text from Cas 2016

Work with non-profit organisations such as Heritage Foundation for exploring disaster resilient design immediately: The Foundation has led an approach in the use of local materials – as well as local labour – to build disaster resilient infrastructure in Pakistan e.g., a community stilts centre that survived the floods of 2012 (Young 2022).

[5]The for-profit model for schooling requires a market for schooling that generates profit to some degree and/or requires the state to compensate for the lack of profit; in low-income areas and for disadvantaged children for-profit PPPs carry a high risk of being extremely expensive for the government while also foregoing inputs that will draw out-of-school children (including girls and children with disabilities) to ensure costs are kept low (See also ITA 2022; Hart et al. 1997; UNESCO 2022)

Box 3. **Headteacher led retrofitting of school infrastructure in China**

The Sichuan Earthquake that struck China on 12 May 2008, destroying more than 7,000 schools and killing 17,000 school children in collapsed schools, serves to illustrate the importance of implementing hazard-resistant construction works in seismically vulnerable environments (Wong 2008; Ferruci 2010). The exception was Sangzao Middle School in Sichuan Province "where all 2,323 students survived the earthquake" (Ferruci 2010, p. 3).

The good fortune of this school and its children has been credited overwhelmingly to the School Principal Ye Zhiping, better known by locals as "Angel Ye." "Nervous about the shoddiness of the main school building, Mr. Ye scraped together $58,000 to renovate it in the 1990s. He had workers widen concrete pillars and insert iron rods into them. He demanded stronger balcony railings. He demolished a bathroom whose pipes had been weakened by water" (Wong 2008, para 7).

"These structural reinforcement measures, coupled with re-current evacuation drills, explain why the Sangzao school remained standing while unreinforced schools collapsed" (Ferruci 2010, p. 3). In the final analysis, Sangzao Middle School "probably withstood the 8.0-magnitude earthquake because [Principal Ye Zhiping] pushed the county government to upgrade it. Just 20 miles north, the collapse of Beichuan Middle School buried 1,000 students and teachers" (Wong 2008, para 8).

Text from Luetz (2020)

4 ***Institute learning targets at the district level rather than infrastructure targets in medium- and long-term planning towards recovery.***

Train teachers to diagnose student baseline in foundational literacy (in the next 12 months): Learning outcomes in basic literacy in the affected areas were very low before the floods. Rebuilding should be used as an opportunity to address learning poverty that may exist. It should be ensured that teachers work with student populations – girls and out-of-school children – who were not going to school before the floods.

Use available remedial material to teach children at the level they are (in the next 12 months to 2 years): Recovering lost learning and preventing dropouts is most directly linked to teacher–student interactions. Remedial curricula are available in Pakistan (e.g., by Literate Pakistan and TCF) and can be delivered in class and out of hours.

Provincial governments should work with teacher training institutions such as TCF and Durbeen, specifically on remedial learning (in the next 12 months): Ways to deliver on-site and after-hours refresher courses for teachers should be explored. This is essential to helping them use/adapt provided materials to deliver remedial learning. Training of teachers to correctly diagnose the level of a student/class's learning outcome should also be ensured.

The provincial governments must provide incentives for teachers to focus on remedial learning (in the next 12 months): For teachers in schools affected directly and indirectly by floods, points should be awarded for attending training in the provincial assessment scores. In Balochistan, a key issue is the availability of teachers, particularly for girls. Recovery funds can be used to train a pool of female teachers in the province who are also trained in psychosocial support.

Box 4. **Training teachers in remedial interventions in everyday schooling in Cambodia**

"Training on remedial support to slow learners: A two-day teacher training workshop for remedial teachers" was carried out in four different locations in Kampong Cham and Kratie. A total of 101 primary teachers (68 female) participated in the training. The purpose of this training was to help teachers to prepare for the provision of remedial activities for children with special learning needs who were at risk of repeating or dropping out.

Under this intervention, students at risk are identified at the end of the first semester, based on their Term 1 average score. Remedial classes that are primarily village-based (to avoid the stigma of remediation) are offered to these students from the beginning of the second semester.

The training focused on the principles of teaching slow learners, factors that can hinder children's learning, teaching techniques for Khmer language and mathematics, student task work analysis as a way to identify an appropriate response to the student's specific problems, and guidelines in identifying children with special learning needs. The training equipped participating teachers with a better understanding of why some students faced difficulties in learning and simple, effective tools to help them perform better. In all, 3,108 children received remedial assistance at both primary and secondary school levels. At least 80% of children remediated in Year 1 were promoted to the next class (World Education, 2010).

Text adapted from Schwartz 2012

Provincial government to update requirements around exam assessments (in the next 12 months): Provincial governments should communicate to teachers, parents, and students clearly and as soon as possible, how high-stakes school assessment criteria (e.g., class 9 and 10) will be adapted to cater to the learning gap. This will ensure that teachers are focused on getting students back on learning rather than creating a high-pressure environment that forces students to drop out of school.

5 Headteachers should be technically and financially supported in, i. achieving remedial learning outcomes and ii. developing a school disaster response plan.

The provision of a headteacher in all the schools in flood-affected areas should be ensured (in the next 12 months): Appoint teachers scoring the highest on the National Testing Service exam as headteacher in the area.

Box 5. **Disaster risk resilience skill share and the central role of headteacher in establishing school resilience in Bangladesh**

In 2018, Plan International, Eco-Social Development Organization and local authorities decided to work together in three unions of northern Bangladesh to promote safe schools in selected areas, aimed at minimizing disaster impacts and promoting equal access for girls and boys to safer education and learning environment.

Kachakata Secondary School is one of the oldest schools in Nageswari sub-district under Kurigram district. Established in 1952, the school sits by the riverbank and is prone to floods, cyclones, drought, lightning, and earthquake. The journey to school safety started with the interest of the headteacher, Mr. Nuruzzaman Kabir simply because he joined and observed the process of Plan-initiated safe school training, drills, and formation of a disaster task force in other school. He witnessed for himself that after the technical assistance provided, the school had demonstrated positive changes: the infrastructure had improved, students' DRR knowledge had increased, and the loss of property and fatality rate were reduced.

"As the community is facing repeated disasters, it [safe school] is really crucial to minimize loss. By understanding hazards and vulnerability, students can make a plan to reduce losses and more importantly, save themselves and others. They can raise awareness among their family members. The transformation of knowledge from students can spill over to the community and build resilience," Mr. Kabir expressed.

Returning back to his school, he was determined to start a safe school project in the school premise. With the local partner's support, he imparted practical skills to his students on how to administer first aid, operate search and rescue, and replicated the sound practices of conducting hazard, vulnerability, and capacity assessment, developing a school safety plan, forming school disaster management committee, and raising awareness of menstrual hygiene practices. Female students also raised their voices to establish a sanitary pad shop in school to prevent them from missing out on school.

Mr. Kabir shared that the school authority was able to continue the education when floods struck. Students have supported the community to find safe places and raised their voices to advocate with the local government on community disaster preparedness. However, the school still needs technical and financial resources to sustain DRR activities moving forward, and persistently engaging with the union disaster management committee and local authorities can be one of the ways to gather support.

Text from ASEAN 2020

Give headteachers authority to hold teachers accountable for remedial learning (in the next 12 months) as well as provide psychosocial support to girls and children with disabilities: Support each school and teacher to develop school-based targets on remedial learning for the student population with a specific focus on ensuring that the curriculum is working for girls, children with disabilities and formerly out-of-school children. Work with headteachers to identify and train individuals who can serve as psychosocial counsellors for girls and children with disabilities and support them and their families in overcoming barriers to attending and staying in school. Headteachers should be supported to set up a way to monitor those targets at the school level and communicate progress at the district level.

Give headteacher funding and authority to develop a school disaster response plan (in the next three years): Headteachers can develop this plan (along with community input) building on their experience of previous shocks. The plan should be geared towards allocating staff roles to take up during emergencies, drilling the same, and assessing and preparing school buildings for emergency use. Lists of textbooks, culturally appropriate learning and recreational supplies, and suppliers should, for example, be collectively developed for use before an emergency.

Box 6. **School improvement plans and disaster risk resilience in the education sector in Philippines**

Since 2007, the Philippines Department of Education (DepEd) has started to mainstream disaster risk reduction into the education sector. DepEd issued a policy, DepEd Order No. 55, that prioritizes the mainstreaming of disaster risk reduction in the school system. A Disaster Risk Reduction Resource Manual was developed for school administrators, principals, supervisors, and teachers on the implementation of disaster risk reduction projects.

To make coordination easy, every school designated a DRRM coordinator to assess, plan, carry out and coordinate with the community partners and the higher offices regarding concerns relating to disaster and risk reduction.

Schools are mandated to form a School Disaster Risk Reduction Management team, which is headed by a designated coordinator. The DRRM Team and Coordinator are expected to: ensure the establishment of an early warning system for the school, conduct annual student-led risk identification and mapping within and around the school premises, plan and implement disaster preparedness measures, maintain the safekeeping of vital school records and learning materials, track all school personnel during disasters, conduct damage assessments, facilitate the immediate resumption of classes, and monitor recovery and rehabilitation interventions being implemented in the school, among other roles and responsibilities.

The SIP, formulated in collaboration with the community, is a roadmap that lays down the school's specific solutions to corresponding identified priority improvement areas covering a period of three years. The SIP is the basis for the school's Annual Implementation Plan. UNICEF worked with DepEd to enhance the disaster risk reduction component in the school improvement planning process.

Over 200 schools in Asia were trained. The revised SIP guidelines embrace child-centered and child-friendly approaches as its core planning principles and encourage schools to conduct evidence-based planning through more comprehensive data collection and analysis of children's and communities' situations and needs (ASEAN Safe School Initiative).

Text from Rico 2022



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