IMPLEMENTATION OF THE SENDAI FRAMEWORK FOR
DISASTER RISK
REDUCTION 2015-2030

GUIDELINES FOR MEMBER STATES TO SAFEGUARD CHILDREN'S RIGHTS AND WELL-BEING

children in a changing climate

PRIORITIES

TO SUPPORT THE IMPLEMENTATION OF THE SENDAI FRAMEWORK FOR DRR

01
ADDRESS THE UNDERLYING CAUSES OF VULNERABILITY FOR CHILDREN, INCLUDING THROUGH MULTI-HAZARD RISK ASSESSMENT.

02
STRENGTHEN CHILD PROTECTION CAPACITIES AND SYSTEMS IN RISK-PRONE CONTEXTS.

03
PRIORITIZE COMPREHENSIVE SCHOOL SAFETY (SAFE SCHOOL FACILITIES, SCHOOL DISASTER MANAGEMENT, AND RISK REDUCTION AND RESILIENCE EDUCATION).

04
ENSURE THE MEANINGFUL PARTICIPATION OF CHILDREN IN DECISION-MAKING PROCESSES AND MONITORING OF THE SENDAI FRAMEWORK AT DIFFERENT LEVELS.

As part of the UN Major Group for Children and Youth (MGCY), the Children in a Changing Climate (CCC) coalition is a partnership of leading child-centered development and humanitarian organisations, each with a commitment to share knowledge, coordinate, and work with children as agents of change, in full recognition of their capacity to prepare for and respond to shocks and stressors. The mandate of the CCC is to advocate for and promote the rights of children in global agreements.

Members of the coalition are:

- **ChildFund Alliance**
- **Plan International**
- **Save the Children**
- **UNICEF**
- **World Vision International**

Over the last two decades, the Yokohama Plan of Action[1] and the Hyogo Framework for Action (HFA)[2] have guided nations and communities to strengthen and invest in disaster risk reduction (DRR) measures. The Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework), adopted by Member States at the Third UN World Conference on DRR in Sendai, March 2015, provides a unique opportunity to build on the progress made to date and to address gaps and challenges. It is also an opportunity to align with the Sustainable Development Goals (SDGs), the Conference of Parties (COPs) to the UN Framework Convention on Climate Change (UNFCCC), and the World Humanitarian Summit (WHS), among others. Disaster risk reduction is relevant to 25 targets in 10 of the 17 SDGs, highlighting the need for risk-informed development[3].

While the Sendai Framework reflects many child-centred asks, there remain areas for further action in ensuring children's rights are upheld before, during, and after disasters, and that children are actively connected and engaged at all levels. For instance, whilst children and youth participation and school safety were recognised within the Sendai Framework, other key issues regarding child protection and child participation in the monitoring and accountability of implementation of the Framework were less visible.

Continued advocacy is needed for child-centered approaches in the implementation of the Sendai Framework and the active and meaningful participation of children in all aspects of the Framework, particularly in terms of monitoring, and within the wider context of the Agenda 2030 for Sustainable Development.

TO ENSURE THIS CHILD-CENTRED APPROACH, THE CHILDREN IN A CHANGING CLIMATE (CCC) COALITION WILL SUPPORT MEMBER STATES TO:

- ◆ **Prioritise children's safety, survival, development, and participation;**
- ◆ **Focus on the most marginalised and vulnerable people, including girls and boys, children with disabilities, out-of-school children, and ethnic minority groups;**
- ◆ **Empower youth and children to identify and communicate risks within their households, communities and wider environments;**
- ◆ **Ensure that national and local government sector development plans, including child protection, health, education, and social protection, are risk-informed and contribute to resilient development;**
- ◆ **Ensure programmes and policies have a robust analysis of different shocks and stresses, and take into consideration both immediate and long-term impacts on children and young people;**
- ◆ **Ensure boys', girls' and youths' equal and meaningful participation in the budgeting, implementing, and monitoring and evaluation of the Sendai Framework, including mechanisms for joint or independent review; and in disaster risk management policy and decision-making at all levels;**
- ◆ **Ensure that disaster-related information is child-friendly and gender-sensitive and that children are provided with opportunities for skills development on DRR, climate change adaptation and resilience;**
- ◆ **Conduct research and disseminate learning to strengthen the evidence base for the most effective DRR intervention;**
- ◆ **Better link and coordinate with the targets, indicators, goals, and risks in the Sendai Framework, the World Humanitarian Summit, Paris Climate Agreement, and the 2030 Agenda to ensure a coherent, multi-hazard approach;**

[1] Available at: *http://www.mofa.go.jp/region/page3e_000054.html*
[2] Available at: *http://www.unisdr.org/we/coordinate/hfa*
[3] Available at: *http://www.unisdr.org/files/46052_disasterriskreductioninthe2030agend.pdf*

OVERARCHING PRINCIPLES

ACCOUNTABILITY

SUPPORT & RESPONSIBILITY

COMPLIANCE WITH SDGS & HUMANITARIAN STANDARDS

STRENGTHENED RESILIENCE TO ALL SHOCKS & STRESSORS

LINKING HUMANITARIAN ACTION & SUSTAINABLE DEVELOPMENT

DISAGGREGATION OF DATA

Policies and measures to address disaster risk should strengthen the resilience of children, their communities, state institutions, and the broader environmental, economic, and social structures, to a range of shocks, including conflict and the effects of climate change.

Implementation of all outcomes, targets, and indicators of the Sendai Framework and its monitoring must be in line with the implementation of the Sustainable Development Goals (SDGs) and informed by humanitarian standards, goals, and frameworks. Member States should commit to shared targets and monitoring frameworks, for example, through the High-Level Political Forum on Sustainable Development

Member States and other stakeholders, including UN agencies and donors, should ensure that appropriate cooperation (including South-to-South) and financial mechanisms are in place to support the implementation of the Sendai Framework, particularly where governance and accountability are weak and/or state institutions are fragile due to conflict, natural hazards, or other factors.

Data should be disaggregated by age, sex, ethnicity, and ability of children. To this end, the transfer of funding and technology and associated capacities is fundamental to building and maintaining necessary data collection and management systems.

DRR strategies should be transparent and developed in a consultative manner. They should have measurable, achievable, and time-bound indicators, and have resources allocated within financial budgets at all levels. Strategies should be formulated and implemented under a common accountability framework made up of multi-stakeholder task forces (civil society, children, and young people) to highlight gaps and weaknesses.

Humanitarian action should prevent new and reduce existing risks – including through preparedness and protection measures. Linkages to long-term sustainable development strategies and actions are critical in this regard, informed by an analysis of underlying drivers of risk and potential humanitarian crises.

" In 2014, more than 2,300 children in 40 countries[i] shared their priorities on sustainable development. They called for governments to raise awareness on the risks of environmental degradation, infectious diseases, and natural hazards. Recognizing their vulnerability to hazards, they called for disaster preparedness training to better equip themselves with the tools to reduce risks."

GUIDELINES

01 ADDRESS THE UNDERLYING CAUSES OF VULNERABILITY FOR CHILDREN & THEIR COMMUNITIES

Past disasters have taught us that reducing disaster risk cannot be achieved without addressing the underlying causes of vulnerability. When a tropical storm hits, it is typically the poorest, living in precarious conditions, without savings and marginalised from mainstream economic and political systems, who suffer the most and are least able to recover. While some communities may withstand severe floods without serious consequences, communities without access to clean water and sanitation facilities are susceptible to infectious diseases and epidemics; and those where school structures have been damaged may be forced to keep schools closed given the lack of resources to rebuild what was already weak infrastructure. Not only are communities and groups with the fewest resources and least political voice the most vulnerable when a hazard strikes, but they also tend to live on peripheral and hazard-prone land, increasing their exposure to risks. As a result they are further marginalised, and may become trapped in a cycle of intergenerational poverty. Some groups that may be at greater risk than others, including children, girls, women, and persons with disabilities.

While implementing the Sendai Framework, the CCC coalition advocates for a multi-hazard and multi-sectoral approach to implementation. This includes multi-hazard risk assessments, as well as risk-informed service provision.

A CHILD-CENTRED RISK ASSESSMENT SHOULD:

1 BE INFORMED BY DISAGGREGATED DATA ON AGE, SEX, AND DISABILITY;
2 BE GENDER SENSITIVE, AS BOYS AND GIRLS HAVE DIFFERENT NEEDS;
3 INCLUDE THE PARTICIPATION OF CHILDREN AND YOUNG PEOPLE IN THE DESIGN, IMPLEMENTATION, MONITORING AND EVALUATION, AND ANALYSIS OF FINDINGS;
4 CONSIDER KEY SERVICES IMPORTANT FOR CHILDREN, SUCH AS HEALTH AND EDUCATION SYSTEMS, WASH, SOCIAL PROTECTION, AND OPPORTUNITIES FOR RECREATION;
5 CONSIDER ALL RISKS APPROPRIATE TO THE CONTEXT, THROUGH A MULTI-HAZARD, LOCALLY INFORMED APPROACH.

02 STRENGTHEN CHILD PROTECTION CAPACITIES IN RISK-PRONE CONTEXTS

During sudden - and slow-onset disasters, as well as other shocks or stressors, new threats emerge and existing risks are exacerbated for children and their communities; risks which often become more susceptible to a range of threats, including physical, psychological, and sexual violence and exploitation, child labour, trafficking, separation from families and caregivers, and recruitment by armed forces, gangs, and other groups. The loss of birth certificates and other official records poses further obstacles to accessing essential social services such as healthcare and education; it may even result in the loss of legal status and statelessness.

During sudden - and slow-onset disasters, as well as other shocks or stressors, new threats emerge and existing risks are exacerbated for children and their communities; risks which often persist for years after the recovery begins. At the same time, protection mechanisms – from the household to the community and state – are further compromised, leaving children with weakened social safety nets and support systems. As a result, children become more susceptible to a range of threats, including physical, psychological, and sexual violence and exploitation, child labour, trafficking, separation from families and caregivers, and recruitment by armed forces, gangs, and other groups. The loss of birth certificates and other official records poses further obstacles to accessing essential social services such as healthcare and education; it may even result in the loss of legal status and statelessness.

Member States must ensure zero tolerance for all forms of violence against children. DRR programmes should incorporate not only an assessment of potential risks faced by children and their communities, but also an analysis of preventive measures to mitigate risks, working across sectors, including education; health; and water, sanitation, and hygiene (WASH). Operational plans should furthermore be in line with the *Minimum Standards for Child Protection in Humanitarian Action*[4] and the *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action*[5].

CHILD PROTECTION IN DRR SHOULD:

1 ADDRESS THE RISKS AND REDUCE THE LIKELIHOOD OF HARM TO CHILDREN;
2 TAKE INTO ACCOUNT THE VIEWS OF CHILDREN;
3 TO THE EXTENT POSSIBLE, PREVENT THE SEPARATION OF CHILDREN FROM THEIR FAMILIES OR CAREGIVERS;
4 ENSURE THAT SCHOOLS ARE SAFE AND PROVIDE PROTECTIVE ENVIRONMENTS;
5 PUT SYSTEMS IN PLACE TO PREVENT AND RESPOND TO VIOLENCE AND ABUSE, INCLUDING VIOLENCE BY HUMANITARIAN AID WORKERS.

03 PRIORITISE COMPREHENSIVE SCHOOL SAFETY

Comprehensive school safety is integral to breaking the cycle of intergenerational poverty and building the capacity and resilience of children and their communities. The Comprehensive School Safety Framework[6] aims to protect the rights of children to safety, survival, and educational continuity in contexts of hazards and risks.

THE THREE PILLARS OF COMPREHENSIVE SCHOOL SAFETY

1 SAFE LEARNING FACILITIES
can be established through a holistic design approach, taking into consideration disaster-resilient design, safe and uninterrupted access, and quality control, among other factors. Collaboration among stakeholders is important, including education authorities, architects, engineers, builders, and school community members, to guide safe site selection, design, construction, and maintenance.

2 SCHOOL DISASTER MANAGEMENT
National and sub-national education authorities and local school communities (including children, teachers, and guardians) are integral to school disaster management. Working with their disaster management counterparts, each stakeholder plays an important role to maintain safe learning environments and plan for educational continuity, while adhering to international standards. Actions include preparedness and early warning systems, hazard mapping, mock drills, and establishing DRM plans and standard operating procedures for each school.

3 RISK REDUCTION AND RESILIENCE EDUCATION
is critical to nurturing resilient communities and a culture of safety. Examples include the development of educational tools for safety and preparedness, integration of climate-smart DRR education into formal and non-formal curricula, teacher training, and other measures appropriate to the extracurricular and community-based fora.

To this end, the CCC coalition urges Member States to adopt the Comprehensive School Safety Framework (CSSF) to provide uninterrupted learning in safe environments for children, while maintaining sensitivity to children of different genders, age, & abilities.

04 ENSURE THE MEANINGFUL PARTICIPATION OF CHILDREN IN DECISION-MAKING PROCESSES

The Sendai Framework should be implemented through all-of-society engagement and partnerships, facilitating modes of participation that are empowering, inclusive, accessible, and non-discriminatory. Special attention must be paid to vulnerable groups, particularly the poorest and most marginalised.

Children should be meaningfully and ethically engaged, and their views incorporated into all stages of DRR programming. They have a fundamental role to play in the prevention, response, recovery, and reconstruction of their communities, as well as in monitoring and accountability systems. Examples of such interventions include development plans based on child-centred community-based disaster risk management (DRM), post-disaster needs assessments (PDNAs), and joint monitoring of risk reduction plans.

To this end, governments should: (1) recognize children as key actors in their own development; (2) regard participation as both a means and an end in and of itself; and (3) ensure that all strategies implemented are empowering for children.

CHILDREN'S PARTICIPATION MUST BE:

1 TRANSPARENT AND INFORMATIVE
2 VOLUNTARY
3 RESPECTFUL
4 RELEVANT
5 FACILITATED THROUGH CHILD-FRIENDLY ENVIRONMENTS AND WORKING METHODS
6 INCLUSIVE
7 SUPPORTED BY TRAINING FOR ADULTS AND CHILDREN
8 SAFE AND SENSITIVE TO RISK
9 ACCOUNTABLE

[4] Available at: http://cpwg.net/minimum-standards/
[5] Available at: https://gbvguidelines.org/wp-content/uploads/2015/09/2015-IASC-Gender-based-Violence-Guidelines_lo-res.pdf
[6] Available at: http://www.preventionweb.net/files/globalplatform/5194f951dabc99997_STC00792_DRR_CSS_Framework_singles_web.pdf
[7] Available at: http://www.preventionweb.net/english/professional/publications/v.php?id=19894
[8] Available at: http://www.unisdr.org/files/33253_33253towardstheresilientfuture2013l.pdf

VOICES OF CHILDREN

The Children's Charter for DRR[7] was developed in 2011 in consultation with over 600 children in 21 countries, outlining their top five priorities:

1 Safe schools & uninterrupted education
2 Child protection before, during, & after a disaster
3 The right to participate & access information
4 Safe community infrastructure, & relief & reconstruction that reduces future risk
5 DRR that reaches the most vulnerable

In 2013, a progress review[8] of the Children's Charter for DRR, in consultation with 1,299 children in 17 countries, called on governments to:

• PROTECT AND EMPOWER THE MOST VULNERABLE, MARGINALISED, AND HARD-TO-REACH CHILDREN;
• SET MEASURABLE TARGETS TO STRENGTHEN SYSTEMS OF DRR REPORTING AND ACCOUNTABILITY;
• IMPROVE MECHANISMS FOR DATA COLLECTION AND REPORTING, INCLUDING THE DISAGGREGATION OF DATA BY GENDER, AGE, AND ABILITY;
• EMBED MULTI-HAZARD RISK MANAGEMENT AND RESILIENCE WITHIN BROADER DEVELOPMENT STRATEGIES;
• INCREASE THE PARTICIPATION OF CHILDREN AND YOUNG PEOPLE IN LOCAL, NATIONAL, AND REGIONAL PROCESSES.

CASE STUDIES

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FASTER, MORE EFFECTIVE COMPREHENSIVE SCHOOL SAFETY ASSESSMENT IN LAO PDR

A new era in disaster risk reduction in the education sector has arrived with the development of tablet-based tools for the Comprehensive School Safety (CSS) Assessment Suite, a joint effort by members of the Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector. Laos is the first country to pilot both of the following assessment tools to help authorities identify at-risk schools and take proactive decisions.

1. A TABLET-BASED "SCHOOL SAFETY SELF-ASSESSMENT SURVEY"

This was piloted in 150 schools in Laos by the Ministry of Education and Sports, supported by Save the Children. It allows school authorities to survey their level of safety against the three pillars of the CSSF. Facilities inspections are recommended if the survey reveals concerns about structural safety. An automatic report is emailed to the enumerator and uploaded online to inform decision-making for education authorities at district, province, and national levels.

2. THE VISUAL INSPECTION FOR SAFETY UPGRADING STRATEGY (VISUS) TOOL THAT FACILITIES

SAFETY EVALUATION.
This tool is used by professionals to assess immediate access to the site, focusing on Pillar 1 of the CSSF. In Laos, the VISUS tool was tested for multiple hazards through paper assessments, supplemented by photos taken on tablets.

Both tools can stand alone and permit users to take photos for comprehensive data and analysis. The rapid reporting style and easily accessible data, using online data collection on mobile apps, is meant to make it easier for authorities to plan strategically. Government officials said the tablet-based assessment enhances school staffs' understanding of the vulnerabilities their school faces, improving cooperation between the school and district education office. These tools raise awareness and initiate discussions on school safety among local government, the school, and the community.

STRENGTHENED COLLABORATION TO MITIGATE DISASTER-RELATED CHILD PROTECTION RISKS IN INDONESIA

To prioritise child protection and strengthen in-country emergency preparedness measures, ChildFund Indonesia, in partnership with UNICEF, is working with children and youth, their parents and families, and the communities and systems that support them - alongside national, provincial, and district authorities in 10 provinces, 32 districts, and 174 villages across the country. As a result, the critical needs of children and capacity gaps in operating child-friendly spaces in emergencies, as well as in broader humanitarian coordination systems, have been identified. An integrated training module is building the knowledge and skills of several hundred youth, community, public and private sector partners to ensure children are protected and their rights are guaranteed during disasters. Furthermore, the project has enhanced collaboration across sectors and stakeholders.

EMERGENCY RESPONSE AND DISASTER MITIGATION IN GHANA, ETHIOPIA, AND BURUNDI

To provide children with the space to participate in DRR activities, World Vision has actively engaged girls and boys as change agents within their communities in Ghana, Ethiopia, and Burundi. The establishment of DRR clubs in 23 schools has fostered DRR learning among children and facilitated peer-to-peer education, resulting in enhanced levels of awareness among children and their households. The 920 school children involved in the clubs have participated in disaster drills for earthquakes, floods, windstorms, fires, and other hazards, and have received disaster risk assessment trainings. In turn, the children have conducted risk assessments, identifying the hazards, vulnerabilities, and capacities within their villages and schools.

SUPPORTING THE CHILDREN'S EMERGENCY RELIEF AND PROTECTION ACT IN THE PHILIPPINES

Plan International, in partnership with Save the Children and World Vision, supported the Philippines Government to develop and adopt the Children's Emergency Relief and Protection Act (RA10821)[9], which outlines preparedness and rapid response plans in emergencies, and aims to protect children while supporting their healthy development and education during disasters. Importantly, the law highlights that gender-sensitive child emergency programmes are integrated into local government unit development and local disaster risk reduction and management plans, including identifying safe evacuation centres; establishing transitional shelters; collecting disaggregated disaster loss data by age, gender, ethnicity, and special needs; prioritising children during evacuations; continuing education and early childhood care following a disaster; and ensuring children have access to age-appropriate information on their roles and responsibilities at all times during the disaster cycle.

CHILDREN'S CHARTER AND CHILDREN'S PARLIAMENT IN MOZAMBIQUE

Inspired by the success of the Children's Charter launch at the Global Platform for DRR in May 2011, Plan International, Save the Children, UNICEF, and World Vision in Mozambique supported the development of a national version of the Charter through consultations with children, and a special meeting of the Mozambican Children's Parliament in January 2012, where children shared their feedback on the Charter's priority areas and progress. A strategic plan has since been developed by the National Institute on Disaster Management and the Ministry of Education on the integration of DRR into the education system. The Ministry of Social Affairs has committed to enhancing the resilience of children to natural hazards through the National Plan of Action for Children.

THE MEXICAN ALLIANCE FOR DISASTER RISK REDUCTION AND RECOVERY

Because of its exposure to climatic and geological hazards, as well as its strong pace of growth and investment, Mexico is at the top of the list of countries with the highest economic loss in case of disaster. These losses reached nearly US$50b over the last 30 years. The poorest citizens, most of whom are indigenous people, are the most affected. The Mexican Alliance for Disaster Risk Reduction and Recovery works with communities, the private sector, and local governments to analyse risks and support decision-making to reduce them. In 50 mainly indigenous municipalities and 270 communities across the country, the Alliance supports culturally relevant, inclusive DRR planning in local languages, rooted in indigenous rights and youth participation principles. Community DRR plans look at five strategic sectors: coffee, honey, food production, water/sanitation and housing. Communities conduct participatory risk analyses with a focus on gender, children, adolescents, and youth, and then propose preventive measures and generate public policy proposals to increase resilience. Violence and hurricanes have been the biggest barriers to success, but the commitment of donors, communities and other stakeholders has enabled progress. The Alliance initiative has shown that indigenous communities are eager to drive DRR processes, and that cultural context is crucial for progress. Local and ancestral knowledge must be central to the process.

[9] Available at:
http://www.gov.ph/2016/05/18/republic-act-no-10821/

RESESOURCES FOR GUIDANCE

◆ CHILD PROTECTION IN RISK PRONE CONTEXTS

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◆ REACHING THE MOST VULNERABLE GROUPS

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◆ CHILD PARTICIPATION IN DRR

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◆ COMPREHENSIVE SCHOOL SAFETY

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◆ SAFE COMMUNITY INFRASTRUCTURE AND 'BUILDING BACK BETTER, SAFER, AND FAIRER'

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[i] *https://issuu.com/childfund/docs/free_charters._final_report*